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ABSTRACT

These four issues of the third volume of "Trustee Quarterly" present 23 articles dealing with community college finance, administration and mission. Specific topics covered by one of more of the articles include: (1) selecting a college president; (2) accountability in college finance; (3) the political role of the community college trustee; (4) the functions of a college development office; (5) the working relationship between the trustees and the college president; (6) urban community college needs; (7) the role of the college in preserving the democratic form of government and the free enterprise system; (8) inflation and retrenchment; (9) reentry programs and lifelong learning; (10) long- and short-range planning; (11) the overall functions of the community college administrator evaluation; (14) decision-making frameworks for college governance; (15) the disadvantaged position of nontraditional, part-time students under federally funded financial aid programs; (16) the role of the trustee in affirmative action and reverse discrimination; (17) monitoring the college budget; (18) the impact of Proposition 13; (19) the community college as a social agency; (20) the challenges posed by declining enrollments and fiscal support; and (21) community services and activities. (JP)

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Association of Community College Trustees

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TRUSTEE QUARTERLY

Volume 3 Number 1 Winter 1978-79

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What To Do Till The Doctor Comes: Selecting A College President

Richard W. Bailey
Trustee, Washtenaw Community College
Ann Arbor, Michigan

Trustees faced with the choice of a new chief administrative officer will have no difficulty in finding directions for carrying out the job and they will be wise to heed them. Consultants from State Boards of Education or from nearby universities are often available to give counsel and advice; useful articles and books can be obtained from the Association of Community College Trustees for distribution to the board and to other participants in the process. Such information can help trustees avoid costly mistakes and missed opportunities, and it should be sought early to allow the board to set a strategy for filling the position. Once the process has begun, it moves inexorably to a conclusion, and since trustees want to make the best choice promptly, they need to give their earliest attention to the shape and flow of the process.

The steps in the procedure are the familiar ones used by management in filling senior positions in the public sector:

1. Prepare and discuss a job description that will meet affirmative action policies and extend the search to a sufficiently various body of applicants.
2. Establish a budget to allow for advertising, travel, and communication, and for sufficient staff time to obtain credentials and dossiers, to compile orderly lists and files, and to arrange for meetings and travel.
3. Appoint a search committee to which the board can confidently entrust initial screening, a group with balanced representation of those who have a stake in the new president's success and who will work on behalf of "their choice" when she or he arrives to assume the presidency.
4. Ensure that possible candidates who are not actively looking for a new job are aware of opportunities for leadership at your college.
5. Interview, with the entire board present, the candidates recommended by the search committee. For finalists, board members should visit the candidate's current institution and community but they should restrict such visits to the two or three persons who are likely to be appointed.
6. Invite the finalists for a second interview with the board, the search committee, and a varied group of community leaders.
7. Make a written offer to clarify salary, contract conditions, and, in as much detail as possible, the joint obligations of the president and the board.

Rules like these provide a framework for a successful search, but they hardly touch on the less tangible domain of the morale of the institution, the need for agreement among the trustees, and the problems that arise as the college goes on with the daily business of education. Trustees need to consider the ways in which their job and the pressures on them will inevitably change in the course of the search.

Trustees must recognize that their ideas about the new person to be appointed will be deeply influenced by the circumstances in which the previous president worked and the events surrounding his or her departure. Obviously, retirement of a respected community leader will present different issues from the case of a president who departs "fired with enthusiasm." In the first case, trustees will seek a replacement who seems likely to match the senior statesmanship of the retiring leader; in the second, they will worry about making the same mistake again.

Whatever the recent history, trustees need to discuss thoroughly their various views of the nature of the presidency and the style and personality they hope to find in the candidates who will fill it. Does the college need an "outside" president, adept at representing the college to the legislature, state board, county government, and community groups? Or is an "inside" manager needed to reorganize the college and inspire teachers and administrators with a renewed sense of common purpose? Should the new president be given a free hand in filling senior positions in the administration? Or does the board expect that most incumbents will remain and carry out the duties to which they are currently assigned? Such questions need to be discussed early in the process to ensure that the board and the search committee will work from a common basis in selecting a new president.

Trustees need to recognize that the search may take a long time. If possible, the search should begin while the current president is still in office, but even six months notice may not be enough if the president's departure does not coincide with the end of the academic year. In the interim, the president (or acting president) will be a "lame duck," and there will be inevitable consequences of interruption in leadership that trustees must anticipate. Institutional unrest will seem to increase since students, faculty, and staff will bring "problems" to the board's attention that may previously have been held in check or solved by a strong president. Long-range planning, new initiatives, major capital investments, and personnel reorganization will doubtless slow down or cease. "Little" problems will begin to accumulate. If the acting president is not a candidate for the succession, she or he will be reluctant to exercise the full authority of the office and will not wish to offend other senior administrators who will once again be peers when the office is filled. The institution will seem to drift aimlessly, and trustees will feel pressured to make a prompt (or even hasty) decision to fill the vacant presidency.

Given their increasing concern for the health and well-being of the college, trustees are likely to become discouraged about the prospects for using the new president's appointment to make major changes in the institution or to alter its mission in the community. The occasion of renewal in leadership is a good time to change the shape and role of the college. Nonetheless, trustees need to be realistic in their hopes for change. A junior college does not become a community college overnight. An effective enrichment program for life-long learning cannot suddenly be grafted to a vocational institute. New constituencies for college education cannot be identified and recruited in a few months. If the trustees hope to redefine the college in ways like these, they need to form strategies that will help the new president accomplish them. Unfortunately, as the search proceeds, trustees may relent in their enthusiasm for new departures and begin to feel that all will be well if only the institution can get back to its prior condition of normality.

Trustees must therefore recognize that the period of search will blunt the edge of change, but even so, they will do well to articulate their hopes to candidates and invite comment about the techniques and personnel that prospective presidents believe will bring them about. Such discussion in the course of an interview can reveal a great deal about the managerial style of the candidate and at the same time clarify for the candidate the personalities and opinions of the board.

Toward the end of the process, boards

commonly face the prospect of appointing a candidate who does not have the full confidence of several trustees. At that point, the board needs to review the situation carefully. Has the process led the board to unrealistic expectations of the scope and power of the office?

Has some promising candidate withdrawn from the race to accept a presidency elsewhere, leaving less capable persons in the applicant pool? Do the finalists lack some talent or promise that the board regards as extremely desirable? Are some constituencies in the college or community likely to feel dissatisfied with the choice that the board is inclined to make? If such disquieting questions as these cannot be answered satisfactorily, the board is faced with the hardest decision of all: to begin the search process again.

Most boards will be reluctant to begin a new search: the time and money already spent, the unrest in the institution, the pressures from the community, and their own desire to come to a conclusion all stand in the way of a decision to go back and start over. Yet, hard as it is to begin again, trustees will certainly regret three or four years of mediocre leadership that may follow from the wrong appointment. Going back to the beginning of the process will be a hard decision; sometimes it will also be the right decision.

What to do till the doctor comes? Trustees must try to see the process as a whole and to facilitate its smooth progress to a successful conclusion. They must articulate their purposes to themselves, the search committee, and to the candidates. They must agree that they will work together to contain individual initiatives by board members to press separate causes and candidates. They must recognize that divisive pressures will increase and that institutional discontent will appear to grow. More than ever, they will come to accept the hard responsibilities of trusteeship and grow to understand that their differing personal opinions must be adjusted to a common view of the welfare of the college and its future mission.

Financing Community Colleges In Order To Meet Accountability Demands

Joe R. Cleveland
Trustee, Milwaukee Area Technical College
Milwaukee, Wisconsin

Higher educational institutions are being challenged to demonstrate improved accountability. Community colleges must make this challenge an opportunity.

Community colleges, along with all institutions of highter education, are being challenged to meet increasing accountability demands for greater effectiveness and efficiency. We are being told to develop improved informational reporting systems, to place a greater priority on effective communication with those not directly associated with the institution, to lower the cost of providing our educational services, and we are being told to make certain changes in our current mode of operation.

Why are these demands being placed on us? Have we done something wrong to cause others to "get even" with the educational enterprise? Or are we part of a much larger phenomenon which is making us fight harder for what we want, prove what we need, and appreciate and make maximum use of what we receive? I believe that most demands for accountability are merely a "fact of life" for us due to changing values in society. It was these changing values which, to a large extent, inspired and motivated the rapid growth of higher education in the late 1960's and early 1970's. We are where we are today because of this outside pressure, and we should not be overly pessimistic merely because we are being challenged and being held accountable.

In my opinion, accountability does not necessarily have major financial implications. We *don't* have to add large numbers of staff to meet these demands, invest large amounts of time and money in ultra-complicated computerized information systems, or use a "meat-ax" approach in reducing our budgets. For example, Milwaukee Area Technical College's Health Services Division shows approximately 65% graduation average in all of its departments. Surveys of graduates over the past five years indicate 89% placement with the highest placement percentage (98%) in the associate degree nursing department. The survey also indicates 86% of the Health Services graduates are employed in the Milwaukee metropolitan area. We may never be able to meet *all* the accountability demands placed on us, but we can become *more* accountable. Our efforts, however, are somewhat dependent upon our basic approach to the demands for accountability.

These accountability demands are relatively new for the educational enterprise but not for other organizations. Stockholders of businesses and industries have always demanded information on the current status and general "health" of their organizations. Taxpayers are now asking similar questions of us. If we are doing the proper job for the taxpayers, the task of being answerable to them should be relatively easy. If, in the minds of taxpayers, we are doing the job *to* them, our task will be difficult, indeed.

How do we go about changing attitudes so that the perceived problem of increased accountability becomes a sales tool for the product we provide (an often used sales technique)?

In my opinion, accountability is best reflected in one's *attitude* toward the task of being answerable for our efforts. Outside pressures do have an impact on our institutions and should be recognized as a powerful force on our mission and services provided. Awareness of these pressures or demands and sensitivity to their basic intent is necessary to our survival in the future. We must not act or react out of fear or anger, but rather we must learn to anticipate these demands before they reach the crisis stage. Accountability is a reality and, if properly met, can and will be a positive approach to the future growth and service provided by our institution.

Effective service always has been and will continue to be our greatest ally. We must not forget our mission and sole reason for existence - students. Our best defense against the mounting cries for information and reduced costs is a solid offensive movement toward accountability to students and local taxpayers. If we are doing an effective and efficient job in providing the *necessary* educational services for our taxpayers, then we will have to be less concerned with major increases in our noninstructional staff and budgets to keep pace with the increasing accountability demands. We must still be prepared to answer questions asked of us, but we will be better able to look to our students and local taxpayers for "political muscle" and "objective answers" necessary for continued growth and service.

Having individuals with local, state, and national reputations supportive of our past accomplishments and mission is essential, but we must also recognize that accountability means looking at where we are today and where our long-range plans will take us. Accountability is *NOW*. It is easy to reflect proudly on our institution's long history of providing educational service to the community and call that accountability. Today, however, we cannot use the argument -"Look what we've accomplished over the past 10 years; just trust us to make similar accomplishments in the future." Accountability requires more than a reflection of confidence in our ability to perform effectively - it requires proof.

What does accountability really mean in terms which are acceptable, understandable, and visible to those who pay the bill?

In many parts of the nation today, state legislatures are obtaining this proof through a process called performance auditing. Performance audits attempt to view an institution's operation from three vantage points, which encompass most of the accountability questions asked by other outside groups:

1. *Faithfulness or Compliance* - Have the programs or activities actually been implemented and administered in accordance with promises made at the time the program was authorized through legislation (or the local budget)?
2. *Effectiveness* - Have planned program objectives actually been achieved? This requires a program budget format for both budgeting and evaluation.
3. *Efficiency* - Have program accomplishments been achieved by using the least-cost combination of resources and with a minimum of waste?

The financial resources necessary to accomplish the performance audit approach are far less important than the necessary commitment to effective and efficient service to students and taxpayers. If internal evaluations uncover certain inefficiencies or lack of program effectiveness, is the institution committed enough to make difficult decisions to correct the situation? This is where true accountability lies - it is in *our willingness to take appropriate actions* **before** undue pressure from those outside the institution is applied.

My basic theme has been that our approach toward accountability is more important than the level or amount of financial resources we allocate to it. It is more a matter of *refining* our ability to communicate answers to public concerns, rather than the development of an entirely new process to become accountable. We must continue concentrating our resources on needed educational service to students, not on becoming an institution dedicated to the ability of providing answers.

The Political Trustee

Margaret C. K. Gibbs
Trustee, Citrus College,
Azusa, California

"Politics is perhaps the only profession for which no preparation is thought necessary"
R. L. Stevenson

"Get thee glass eyes, And, like a scurvy politician, seem, To see the things thou dost not"
King Lear

"And he gave it his opinion that whoever could make 2 ears of corn or two blades of grass to grow upon a spot of ground where only one grew before would deserve better of mankind, and do more essential service to his country than the whole race of politicians put together."
Gulliver's Travels, Swift

There is an illusion in some organizations that the board of governors or the board of trustees, or the directors of a corporation, either public or private, is above politics, a word which through generations of malpractice has acquired a tarnish undeserved by the root, which really means "of a citizen." But one need only consider how he came to his job to recognize that one way or another he was chosen politically, and in all ways he has a job to serve the citizens. Those who are appointed have some obligation to their appointing officer, who may suddenly wish to cash in his credit with a favor from his appointee. Those who come to their task by election know full well that they have an obligation to their electors and are less naive and therefore better protected as they move into the realm of directing their organization.

An early analysis of *why* one was named to a trustee job will help to reduce later vulnerability. Were you chosen for your expert knowledge of the field? Were you picked because of your access to money? to power? to legal authority? to resources? or because your good name or good reputation was needed to give an aura of respectability? Who appointed you? did he know you personally or was he influenced by someone who did? What is the character and reputation of the person who appointed you? Do you trust him? What is the past experience of earlier appointees of this person? Have they been later asked to furnish campaign funds, moral support, or their clean reputation to help him? Has association with the appointing officer injured them?

To ask oneself such hard questions is to be very practical, especially if the operation you are asked to direct is new, shaky financially, of uncertain goal, or suspect reputation. Why shouldn't you accept any appointment and try to improve the situation, even when you know it is less than ideal? For several good reasons prospective trustees should weigh the hazards they would face. In the first place, you may be completely outnumbered so that you will never succeed. In the second, you may be stuck with the debts and/or an uneasy conscience for the rest of your days. Trustees have cosigned notes to bail out worthy, but poor, institutions and spent the rest of their lives working under that burden. Or they may have served on a board which was not wary enough and have found their institution in debt of such magnitude that bankruptcy is the only solution.

But the most critical reason is that those who walk through a muddy field, even on the way to church, are likely to be spattered. Depending upon how firmly your own good reputation is established, you may determine to assume this risk, knowing what you are doing and being willing to risk it. But depending on whether you hope to run for an elective office again, you may not be so eager to do so, for distortion creeps into many election campaigns and you may be defeated by your association with a group you sincerely tried to help. Working with a board which does not require an annual audit by a certified public accountant is foolish. Some writer has pointed out that there is "a little larceny in all of us," and while that may be an exaggeration of human weakness, it is basically so. It is simply sound business practice to run your organization so that it is above suspicion.

The politics which operate between the trustees and their various publics are important. What is the most effective means of working with and through the chief executive employee whether he be a city manager, a school superintendent, or a hospital director? This consideration begins with the choice of the employee, if you had that privilege. However more often you simply inherit the person and until something really drastic happens you must make do with what you have.

The primary ingredient here is trust and probably nothing works better than the Golden Rule, for if your manager is worthy of his job he is a human, chosen for his expertise, proud of his professional status, interersted in achieving a good result, not only for you, but for his own satisfaction as well. This does not mean he is divorced from politics. Far from it!

The shrewd chief employee will have analyzed you and all the other trustees and will very soon know where the power lies in your board. He will quickly learn where the true leadership is, which is often not in the chairman; he will know how to use various trustees to do his bidding, often by flattery, sometimes by camaraderie, occasionally by petty favors. He will further his own ideas of good program or increased budget by his presentation techniques (if you are offered two programs he likes, what does it matter to him which you take? he wins either way). He also knows which trustees he can afford to ignore, recognizing those who will and those who won't tolerate such treatment. Is this all inexcusably devious? Not at all! His job and his reputation and possibly his salary as well as his future, may all hinge on how well he gets the job accomplished by his staff. He can no more ignore them than he can ignore his trustee body. In short, his goal and aim are *not* identical with yours and therefore he is following a reasonable, even logical, course. Just be aware of what is going on and react accordingly.

In addition to dealing with your chief employee, you have politics of dealing with your principal clientele, patrons, supporters or whomever. Leaders have been defined as those who are able to help their support group define what it really wants and then help the members get it. Under this definition all trustees should be leaders, for they are in a particularly strategic position to help to make such definitions of need, and are ultimately the only ones who can insure getting it fulfilled.

Probably the trustees who best serve their publics, are possessed of two qualities, open mindedness to other opinions, and a willingness to listen to suggestions or to consider the worth of ideas they did not originate. Furthermore trustees ought to set up appropriate mechanisms for receiving information and intelligence. Do not expect complaints to reach you via your chief administrator (why would he want to tell you what may make his administration look bad?) A time on the monthly agenda, or a suggestion box, the key to which is held by the trustee chairman, or a postal box for the trustees are all small feasible ways of gathering input. To keep the information honest it must be announced in advance that it must be specific, as to time and date of occurrence and must be signed, but that full protection will be afforded the signator. These are the ground rules of many letters-to-the-editor even though names may be withheld from publication.

Does such a system encourage unwarranted criticism or "squealing"? In fifteen years of trusteeship, the author has never received a complaint that did not have some basis in fact. People do not make up complaints. They may have misunderstood the circumstances, or they may have sought help which could not legally be given, or they may have had a legitimate reason for declaring service poor or preferential or whatever, but of scores of comments many were useful and even helpful, and others were warranted. None were fictitious.

The politics of dealing with the press is important for the trustees to know and to practice with skill. The press must be assumed to be your pipeline of communication to the public and for this trustees need an understanding of how it works and what the publication considers its mission. Do not be fearful or even angry about what the press says about you. If a statement is false, you can always sue for libel. But nothing the press says about you can ever do as much harm as what you can do to yourself by the manner in which you behave.

You initiate the action which the press may criticize. Press hostility is fairly rare if the reporters present at your meeting are treated with decency. This includes a hospitable reception, introductions to members, staff, and others concerned, announced meeting times well ahead, prepared agendas well ahead, sharing reports made in public, and a comfortable place to work - a table or chair with a desk arm from which the reporter can hear and see what goes on. Special meetings should be announced to the press as well as to members, indeed some states require this under their open meeting laws. It is no good trying to get press cooperation in a crisis, after months of ignoring, or bypassing, reporters.

The time to build friendships is *before* you need them. A trained professional or amateur can help the press with prepared handouts of organization news, but these are never as desirable as live coverage. Conferring with your local press executives can pay big dividends because understanding your needs can encourage press cooperation that your organization could not possibly buy. It is strange that most citizens will defer to an auto mechanic, or to the dry cleaner or to the dentist on how he should tackle his work, but everyone knows how a newspaper should be run. If trustees will take the time and trouble to keep this critical channel, or channels, of communication functioning well, they will enhance the chances of achieving the goals of their organization. And a few press passes shouldn't be overlooked, either, if there are occasions to which reporters may be issued invitations.

Understanding the politics within the board of governors or trustees is necessary for all the members. A new trustee needs to do some homework, reading over the minutes of the past year or two, to learn where the old alliances and the old enmities lie, as well as what has been happening of an action nature in relation to programs discussed earlier.

The experts in the Senate of the United States and in the House of Representatives are very competent at counting the votes in large bodies. Trustees ought to have some idea of counting the votes in small governing units, for the very good reason that this may insure or defeat a valuable program plan. If you are aware that certain "colored" words or concepts inflame the emotions of a colleague, you can avoid use of those terms. If you know that a member is philosophically for centralization of control, this proves a clue when considering a branch operation. If you find a colleague on your board pro or anti anything, it may be possible to work around these unreasonable prejudices to achieve the best interests of the group.

The new trustee should be aware of any vote splits which occur regularly, and try to discern what causes certain blocks to vote as they do. This is not to say these can be changed, only that you should be aware of them as you make your proposals. There is no use in wasting emotional energy on suggestions which you know will be immediately defeated by some opposing block. Watch to see whose proposals are always accepted and whose are rejected out of hand, and remember that no matter how right you are, if you can't muster the votes, you may as well give up and wait for another time. You may thus plant a seed of suggestion which will later bear fruit. Even the claim of sowing the seed may be taken over by a colleague. No matter, you won your point, even without credit.

Trying always to get credit for what you do, on a board of trustees, is futile and needless. What you really want are results - don't fret who gets the accolades. This is one of the minor irritations of the job. If you worry about the credit you deserve, you will be accused of selfish interest or ego building, neither of which win friends. Does all of this sound like a Machiavellian chess game? So it is and that is a part of what makes being a trustee so challenging and interesting for participants. Machiavelli was, after all, a very shrewd politician.

What good is public support to a board? It guarantees your budget for the first thing, it aids and abets your program which is of prime importance, and it insures the continuance of the program for which you have worked so hard. Who will carry on the volunteer work of the next generation if you do not begin now encouraging interest and training those who will eventually replace you? With all the hazards that trustees face today the job is becoming less and less popular, thus requiring some specific effort in the direction of arousing continuing enthusiasm for getting the job done. After all, you don't want everything left to the federal government, do you?

Power in its various forms is one aspect to be considered in politics.

"Nothing is more useful than power, nothing more frightful. We have often suffered from degredation by poverty, now we are threatened with degredation through power. There is happiness in the love of labor, there is misery in the love of gain." (Rabbi Abraham Joshua Herschel- *The Sabbath*)

"Power tends to corrupt and absolute power corrupts absolutely" is a well-known quote from Baron Acton, yet scarcely a trustee breathes who does not at some time wish he had the power to see some favorite project through, past witless opposition. Probably it is a healthy thing that most trustees never get that kind of power, although some remain in their posts for so long that they achieve a sizable portion of power.

This is one of the problems trustees face in trying to decide how to choose their chairmen. Should he be chosen by acclaim, by indifference and apathy, by secret ballot, or should he gain his post by rotation of the entire group? Should this rotation be automatic so that it is possible to predict five years ahead who the presiding officer will be?

This rotation system, while on the surface equitable to all, places in the hands of the chief administrative officer more power than he deserves. As a continuing employee of the trustees he is always better aware of official functions than the trustees. By rotating the chairman, who is usually somewhat more privy to what is going on than the rest of his colleagues, the administrator can keep the balance of the board off-balance most of the time. In short, fulltime beats part time hands down. Contemplated changes can await the rotation of the "right" chairman, who either thinks like the administrator or who is tolerant, or who doesn't care what happens. Thus the administrative officer can actually subvert the wishes of the trustees by biding his time until conditions are favorable to his wishes. The better process is an annual election by secret ballot of the most able chairman it is possible to pick, so that at least the administrative officer cannot depend on rotation as his secret weapon.

The hazards of having the same chairman in office season after season, which could occur if he is especially good at his job, are probably less than those of the rotation system because the power is retained in the trustee hands, rather than in the employee's.

One miserable job trustees occasionally have to face is the dismissal of an employee for good and sufficient cause. The politics of this are incredibly complex. The least useful person on the entire staff will have vigorous support from friends and those who previously were mere acquaintances or even strangers, the minute the word is out that he is to be dismissed. Current labor practice, including collective bargaining, requires assorted levels of hearings and of testimony to facts under consideration. While such dismissals are usually handled by the administrative officer in charge of operations, appeals usually arise to haunt the trustee who, if they are wise, WILL KEEP SILENT. Let an appropriate personnel officer and/or attorney handle the problem. Listen judiciously and don't let slip one word of comment for it will surely be used against you later on. As mentioned earlier, there are many labor disputes in this era about which the trustees can do nothing except maintain a dignified silence and a courteous hearing.

On the other hand do not back away from such a hearing, which may be required by law. The final decision will probably be settled at law so it is really out of your hands anyway. Here trustees are well advised to back their administrative officer completely, even if you suspect he may be at fault. That will be revealed in due time and under due process and you can deal with him later. To debate about his judgment at this point is deadly to him and to you.

In simpler cases where the potential for suit is slight ask your executive to keep you informed and make your recommendations for fair inquiry privately, leaving the determination to the executive. Here again prior ground rules are very important, because it is proper to assume that the employees know of these and therefore are without excuse for violations.

To move for a brief time to some current philosophic considerations of a broader political nature, as a trustee I am deeply aroused about three movements that I observe in the United States.

1. We are moving to state control of schools, which will soon obviate any *raison d'etre* for local boards of trustees. The one unique contribution of community colleges in the United States, when these institutions are measured against the whole panorama of educational history, is that they can be, and have been, designed to serve the peculiar local post-highschool needs of a given area. That is their value and it must be preserved. We must begin to take a more vigorous offensive politically by going after what the community colleges need to maintain their particular uniqueness, rather than spending our time either trying to fend off or to conform to the busy work of state and federal demands.

Too many regulations are being promulgated by people who have no understanding of the mission of the community college. When is the trustee going to cease to matter at all?? Are you becoming mere figureheads?

2. We are fools to permit state and federal regulations, which must be swallowed along with handouts, to establish and maintain programs which may be neither needed nor wanted by local constituents. A couple of examples of the incredible wisdom of federal agencies is demonstrated in the requiring for the allocation of municipal road funding, a detailed analysis of how many nights the roads froze in Phoenix, Arizona. One wonders if such idiocies in regulations are deliberate in order to convenience only New England cities, or whether they are just the product of persons whose vision reaches only as far as the Blue Ridge mountains. A similar case was that of a Southern California school whose allocation was to be based on how many tons of coal it burned a year. While increasing oil costs have established some reasons for burning coal there is a vicious rumor going round that Southern California has a smog problem, which does not enhance the likelihood of an early switch to coal. Other equally feebleminded decisions emanating from this area caused my board to be sued both officially as a body and each trustee individually for $10 million last year. Even though there was not a prayer of collecting that much from any of us, we were forced to spend nine uncomfortable months wondering what we owned that might soon be attached, and of course the school incurred an investment of time and money in legal costs. All this because the Veterans Administration had made some rule changes after the fact. Nor did they eventually so much as say they were sorry after the court threw out the case.

In short what price should community colleges be willing to pay to keep rich old Uncle Sam happy? and whose money is he doling out anyway - it's not his, it is ours. The cost in record keeping, paperwork, program changes and inapplicable rules is too great for the trifling assistance provided and the considerable amount of control lost. Rather than encourage and reward outstanding performance, bonuses are given for getting everyone to be merely mediocre. And mediocrity does not produce leaders, for whom our generation has desperate need. Related to loss of control is how much pressure can trustees tolerate from student, faculty, or public groups before they become useless pawns? In some areas parents are creating havoc with demands.

3. The third concern I've been preaching about in relation to trustee politics for several years is our responsibility to make every nickel count. California's Proposition 13 need not be explained here, I'm sure you know of it. Suffice it to say that our small community college went from a 12 million dollar budget to a 10 million dollar budget, a cut of one-sixth, without firing any fulltime faculty nor eliminating any programs. True we have reduced our reserve to half a million-one month's payroll-and we have deferred some maintainence which will eventually have to be met. Nor is our faculty suffering severely despite no raises-a state edict - with some 52 getting more than $25,000 annually and 92 more than $20,000. Costs can be cut, but we have grown accustomed to comfortable living and those who support us are fed up. While Mr. Gann's and Mr. Jarvis' meat axe approach is hardly to be admired, it has had the virtue of getting our attention. Our political survival as an institution may well depend on how quickly we become aware of our chore of keeping costs to conservative and efficient figures. And that'll be the best political trick of all!

The Role of the Development Office in a Community College

Mark L. Hopkins, President
Elgin Community College
Elgin, Illinois

More than 20 years have passed since the start of the phenomenal growth period that affected community colleges through the late 1950's and 1960's. Since that time trends in community college growth and development, along with changes in financing trends, have made the production of revenue a very necessary skill for trustees and administrators of colleges. The slowing of growth, Proposition 13 psychology, inflation, and the faculty union movement are in direct conflict with the public's demand for the community college to live up to its potential. Thus, the acquisition of funds from less traditional sources than local and state tax funds is every bit as important as the creation of comprehensive cost-effectiveness measures within the institution.

The purpose of this article is to introduce to trustees the philosophical underpinnings of a development office, the mechanics of the office operations, and the dangers inherent in the use of non-traditional funding sources.

Philosophical Considerations

Who Sets the Direction?

A cursory look at community college catalogs indicates that statements of philosophy, mission and scope are relatively uniform from college to college. Often these statements are taken from enabling legislation passed by state legislators at the time the community college systems were created. Virtually all such statements constitute commitments that have been made or accepted by the governing board of the community college. Mission statements often speak to the responsibility of the college to offer courses in transfer, vocational/ technical, and community services areas. The mission statements, however, seldom go far enough to indicate quantitative information regarding the extent of the commitment. Statements relating to the offering of students' services, such as counseling, seldom indicate a commitment to a specific counselor-student ratio. It is the responsibility of the board and its administration to assess the needs of both the community and the student body so that the institution and, indirectly, the development office can receive the direction needed.

The process through which the board and its administration arrive at the institution's priorities and the level of commitment in dollars is difficult at best, but this process and the final result are imperative to the efficient operation of the college. Just as the board must set goals for the institution and must direct the administration in specific areas that should be emphasized, the administration should transfer those goals into working objectives. Like every other division of the college, the development office should be responsible for helping to carry out those institutional goals.

In the fall of 1975, the Board of Trustees of Elgin Community College listed seven goals as priority areas of emphasis for the community college with a suggested time frame of 12 to 18 months for closure on those specific areas of emphasis. The goals are as follows:

1. Develop appropriate programming to attract and serve minority groups in the Elgin Community College District.
2. Assess future building needs and present a needs assessment and financial workup for future building needs.
3. Develop a public relations program that presents the college to the community in an appropriate manner.
4. Develop a more positive relationship with other public and private schools within the district.
5. Operate the college business process in a cost effective manner.
6. Develop an accountability program for the college including instructional and administrative evaluation.
7. Develop a structure within the college to improve communications and input into the institution's decision making process.

Each of these goals had several objectives. For example, goal number one required the creation of an effective affirmative action plan which would emphasize the hiring of minority personnel to positions of responsibility at the college. A second aspect of that goal was to attract more minority students through the creation of new programs and/or alteration of present programs. Goal number six spoke to the creation of an accountability system for the college. Subheadings under this goal included the creation of an evaluation system that would systematically allow for the evaluation of every employee of the institution from the president to the custodial staff. This, of course, included the evaluation of all faculty members. Implicit in the goal was that staff development should go hand-in-hand with evaluation. Thus, a comprehensive staff development program also needed to be developed.

The next question to be addressed was related to funding. If new programs were to be created, what source of funding could be used for both the development and the maintenance of these programs. With this in mind, the development office was created and given the responsibility to search for outside sources of funding to help the institution realize its goals in these areas. There are few sources of federal funds to help an institution with many of its goals, i.e., improvement of its image with the community, but the sources of funding available to help develop a comprehensive program to serve minorities are numerous and the scope of these sources is comprehensive. The same holds true for programs designed to improve instruction and to retrain professional staff members.

The list of grant titles below indicates the level of success as the development office pursued funding to aid in reaching the board's goals.

1976-1977
(grants written in 1975-76)

AGENCY	PURPOSE	AMOUNT
Disadvantaged Student Grant - ICCB	Support for bilingual and GED programs related to disadvantaged students (COPA)	$21,394
Indochinese Refugee Grant - I.O.E.	ABE/ESL for Indochinese refugees	$ 8,900
Illinois Office of Education	Support for Adult Basic Education programs	$ 13,780
Vocational Education Research - USOE	Support for model prevocational programs for women	$ 50,000

Cooperative Education (HEW)	Implementation of a Cooperative Education Program	$ 44,000
Bilingual Vocational Education (HEW)	Single Skill Training (plastics)	$ 59,998
Special Services (Trio) USOE	Support for those deprived in language	$ 73,000
Title III - HEW	Advanced Institutional Development (5 year duration totaling $1,000,000)	$200,000
		TOTAL $471,072

1977-1978

(grants written in 1976-77)

AGENCY	PURPOSE	AMOUNT
HEW and Title XX Public Aid funds distributed through HEW	Adult Indochinese Refugee Program	$112,000
National Institute of Mental Health (HEW)	Development of modularized gerontology program	$ 49,994
Disadvantageed Student Grant - ICCB	Support for COPA programs	$ 17,340
Special Services USOE - HEW (Trio)	Continuing special services to lingually deprived	$ 90,000
Cooperative Education (HEW)	Continuing Cooperative Education Program	$ 58,000
Bilingual Vocational Education - HEW	Continuing support for bilingual plastics training program	$111,529
Adult Education - IOE	Support for adult basic education	$ 13,000
Title III - HEW	Advanced Institutional Development (5-year duration totaling $1,000,000	$200,000
		TOTAL $651,863

To reach an agreement on what areas of the institution need special attention and the setting of both short and long-range goals is a most difficult task. However, it is from this process that a unified direction for the institution is created; thus, mission and scope statement and specific goals established by the board create the foundation for the work of the development office. Specific objectives for the pursuit of those goals are created by the administrative staff with the approval of the board. Implicit in the process is a continual communication between and among the various groups involved in the process so that all are aware of the relative success or failure of the development office in achieving the goals.

The Mechanics of the Development Office Operations

Personnel

The number of people involved in development office activities varies with the needs of the institution. Some offices have 12 to 15 full-time employees while others have only one person who devotes a limited portion of his time to revenue development. The model used at Elgin Community College has proven to be both efficient and productive. The position Vice President for Development has roughly 50% of its job description devoted to the creation of outside sources of revenue. Other responsibilities of this office include the administration of the institution's community and public services programs and the istration of the institution's community and trative unit for serving minorities in the community.

In addition to the Vice President for Development, a grants writer is employed and one secretary is employed half-time to serve the development office function. In addition to the above, the entire faculty and staff of the community college are used as resource persons for the development of grant proposals. Many of the grant proposals have their beginning in the minds of faculty members and virtually all of the grants pursued by the development office require the special expertise of one or more college staff members. Thus, the small staff of the development office is supplemented by a large number of other staff members who provide expertise in the grant writing process when it is needed. On occasion, individual staff members are requested to meet with representatives from a Washington office or a foundation. Also, we have found it advantageous to involve faculty members in round table discussion from time to time with representatives of other institutions who have successfully completed grant applications in the funding target area.

Once the officer responsible for relating to the various funding units in Washington has developed the necessary relationships with the funding sources, the most fertile tips related to possible funding projects may well come from those offices by word of mouth. There is no substitute for the development of warm relationships with individuals responsible for the funding process.

Sources of Information and Other Kinds of Help

The Federal Register continues to be the largest and most comprehensive source of information regarding sources of revenue from the federal government. *The Foundation Directory* provides information on funding from private sources such as Eli Lilly, Ford, and Dupont. In addition, other units such as The American Association of Community and Junior Colleges office in Washington, the Community College Unit in the USOE, the Association of Community College Trustees office, and your local congressman should all be of help in locating possible sources of revenue.

Sources of revenue available to community colleges include, but are not limited to, the following federal funds administered by the Department of Health, Education, and Welfare, the Department of Commerce, and the Department of Labor. Examples of these are: Title III Improvement of Instruction funds, Cooperative Education and Undergraduate International Studies. Examples of federal funds administered by the state are vocational/technical, CETA, Indochinese Refugee, and Migrant monies. Examples of federal funds administered by the county and city are CETA, revenue sharing, and job corps. Examples of private funding sources include national foundations such as Lilly, Ford, Dupont, and local foundations such as those attached to local industries and individual estates.

Grant Writing Process

Grant writing can only be described as a most difficult art. Skills in human relations are at least as important as the ability to write and for that reason it is often necessary to have two or even three people involved in the process. A person who has well developed human relations skills may not have the necessary writing skills and vice versa. Thus, in writing a grant one must concentrate on not only the mechanics but also the relationships. The following is an outline of the grant development mechanics.

1. Identify idea - determine relevance to institutional goals.
2. Identify funding source - *Federal Register*, state office of education, county, city or private source.
3. Clarify application requirements with funding source through phone calls or visitation. This offers opportunity to develop rapport.
4. Interview institutional staff for necessary background for grant development.
5. Development officer writes rough draft of proposal - all proposals have the following components:
   a. Need - use institutional and community statistics.
   b. Objectives - must be quantifiable.
   c. Procedures - include in significant detail.
   d. Evaluation plan - be research oriented
   e. Advisory committee - you need at least five people.
   f. Budget - make it cost-effective.
   g. Appendix - include all source material.
6. Review rough draft with institutional personnel.
7. Submit proposal - send it registered mail.
8. If proposal is rejected - visit agency and review criticism and re-submit.

Implicit Dangers in the Use of Non-Traditional Resources

The Tail that Wags the Dog

The development of goals and objectives are absolutely imperative in keeping the institution moving in a unified direction. All funds development should be designed to further the priorities of the institution as expressed through established goals and objectives. Too often energetic and productive minded staff members see their success measured in numbers of dollars produced as opposed to their relative success in promoting the institution's goals. When this occurs, the development office may write grants for projects where the money appears to be easily accessible as opposed to those projects that have the best chance of supporting previously set goals and objectives.

Matching Funds

Many federal projects require that the local institution commit itself to match funds with the federal agency for the creation of the project. Title VI-A Equipment grant monies are a good example of this, since 50% of the funding must be provided by the local institution in order to acquire a Title VI-A grant. This means, of course, that the institution can buy equipment that it needs for fifty cents on the dollar. But, if the institution does not have money available to provide its share, the institution will soon find itself in deep trouble with the federal agency.

Diminishing Support

Many federal grants received by institutions in the late 1960's and early 1970's were designed as seed money to create developmental projects for the institutions and had declining federal support. For instance, Title III, Improvement of Instruction grants provided 75% of the cost of a proposed project in the first year of the project, 50% in the second, 25% in the third, and it was assumed that by the fourth year of the project, the institution would totally support the project with local funds. Fortunately, most federal agency funding patterns have gotten away from these kinds of declining support grants. Nevertheless, some foundations still use this funding pattern and the institution should be very clear as to the future obligation which it incurs when funds are accepted.

Personnel Obligations

Most successful grant applications include an obligation on the part of the institution to hire personnel to carry out the project for which the funds are being granted. The institution should be very careful that the professional services contract written for individuals hired on grant money allows that institution some flexibility in contract alteration or termination when grant monies are no longer available. The horror stories told by institutions across the country during the past 10 years are legion. One college in the midwest made the mistake of signing its federally funded employees to contracts that were under their state's continuing contract law, thus creating a court suit situation on termination.

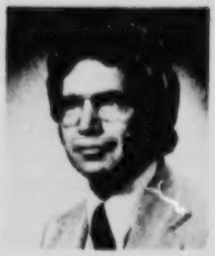
The problems in administering grants are significant and require a constant vigilance on the part of administrative staff members. It is partially for this reason that at Elgin Community College the writing of grants and the administration of grants is handled by two separate offices. When the grant application is successful and a project has been awarded to the school, it is then administered by the administrative unit most closely related to the function of the grant. For instance, the international studies grant is being administered by the Vice President of Instruction. In addition to this precaution, an accountant from the business office has been assigned the responsibility of handling all accounting processes related to grants. Thus, a check and balance system exists from the development office and accounting office as well as the office responsible for the direct administration of the grant. It has been our experience that this approach adequately safeguards the institution against some of the abuses of grant monies that have occurred in some other institutions in the past.

Summary

There is a great need to create new sources of revenue for many of the community colleges across the country. In order to facilitate the needed resource development, the board and administration should endeavor to set goals for the institution which delineate areas of special emphasis so that the funding effort can have a solid direction. The funding office may be as large or as small as the needs of the institution, and many staff members of the institution can make valuable contributions to the grant proposal preparation process.

Constant vigilance is necessary on the part of all involved in the revenue development process to insure that the institution is aware of its obligations in the acceptance of the monies. In addition, the institution should create a check and balance system within the administration so that grant development, project administration, and the accounting process are separated, thus insuring the institution's integrity in the handling of grant monies.

With proper safeguards, the acquisition of non-traditional resources used by a local institution can enhance the development of programs, allow local funds to be concentrated on the institution's core offerings, and provide a wider scope of educational opportunities for both the students enrolled in the college and the residents of the community in which the college resides.



Boards and Presidents: How to Work Together, Or Getting Your Feet on the Ground

Howard Jablon, Trustee
Lake Michigan College
Benton Harbor, Michigan

There is an old legend about Abraham Lincoln, one of the greatest and tallest of our Presidents. A story relates how he was once asked, "How tall should a man be?" Lincoln answered, "Tall enough to reach the ground." A similar answer might also be in order to a less flippant question--How can boards of trustees and community college presidents work together? -- "You will stand tall if you keep your feet on the ground."

But whose ground are we talking about? Are boards and community college presidents operating within the confines of their own territory, or, is the basic problem really one of "hogging the other guy's turf." It is absolutely essential, therefore, that we take a practical view of the boundaries of authority between boards and presidents.

At first glance this might seem an open and shut case. After all, in Michigan and elsewhere the board of trustees is the final authority which governs the institution. Authority, however, is a word that is as elusive in meaning as the term "sovereignty." Sovereignty of the people in a democracy is defined by both principles and political practices. Similiarly, the real authority of any board is determined by its operational policies, and, more importantly, its actions.

One simple way of establishing defensible borders of authority between boards and presidents is to write out in some detail the precise responsibilities and functions of each in a policy manual. At Lake Michigan College we have such a document which delineates the responsibilities of the various groups within the college. There is explicit recognition moreover, of the delicate relationship between the board and the president. In a paragraph which specifically addresses itself to the relationship between the two, the introductory statement reads:

> "The establishment of policies for the governance of the College District by the Board of Trustees, and the administration of those policies by the President, calls for a high order of devotion, statemanship and integrity. It is of utmost importance for the good of College personnel and College students that the Board of Trustees and President work in an atmosphere of mutual trust and good will. Recognizing that the distinction between the policy-making appraisal role of the Board and the executive function of the President may pose delicate questions of authority, the following principles and procedures are designed to promote effective cooperation between the Board and the Administration in their efforts to face intelligently the problems of the College district.
>
> The Board of Trustees has the responsibility to:
> a. Function as the legislative, and policy making body of the college.
> b. Select and appoint a President of the College, vesting in him the necessary authority and providing him with adequate financial means to organize and administer the College.
> c. Establish policies, by-laws, rules and regulations for its own government and for control and goverance of the College District.

d. Review and pass on the recommendations of the President regarding personnel policies, chief administrative appointments, budgets, curricula, capital expenditures, and other matters of policy affecting the general welfare of the College.

e. Protect and promote the College's public relations in order to inform the citizens of the District of the College's programs.

f. Encourage adequate financial support of the College through local and state actions.

g. Provide counsel and advice to the President regarding the administration of the College.

h. Require of the President such periodic reports as the board deems necessary to keep it properly advised on the administration of the College.

i. Protect the faculty from unreasonable pressures from the community and to accept the moral obligation to provide such leadership and such service as will engender trust and confidence in education.

j. Reserve unto itself all of its legal responsiblilities for the operation of the College."

There is nothing new in this statement, yet, it does remind the trustees of their obligations.

Similarly, in the next chapter of the manual, there is a parallel statement regarding the responsibilities of the president. The manual specifies:

> "The president is appointed by, and is directly responsible to the Board of Trustees of Lake Michigan College. As Chief Executive Officer, his areas of responsibility shall include:
>
> a. Board of Trustees:
>
> 1. Administer the College in conformity with the adopted policies of the Board, the rules and regulations of the State Department of Education, and the State Law.
> 2. Develop administrative principles and procedures for implementing Board policies.
> 3. Attend all executive and public meetings of the Board of Trustees, except when his own employment is under consideration or, by mutual consent, he is absent for a reason.
> 4. Employ and direct all professional employees of the College and be responsible for the development of their duties and responsibilities."

Here, too there is nothing very startling, but as in the case of the earlier statement, it alerts the president to his obligations.

Although these statements clarify the respective roles and responsibilities of the board and the president and help promote harmony, words in themselves do not eliminate sources of friction. If a declaration of policy is too vague it can lead to difficulties. Again, using Lake Michigan College as a case in point, the policy manual establishes a policy of collegiality, an innovation at Lake Michigan College, which is potentially a source of friction. Here we find that merely asserting the principle of harmony does not prevent dissidence. In the "Foreword" to the policy manual the statement regarding collegiality reads as follows:

> "The revised Lake Michigan College Board of Trustees Policy Manual adopts (August 26, 1974) a system of collegiality for governance. Provided in following chapters are opportunities for all segments of the College to contribute to the decision-making process and formation of recommendation for policy change.
>
> "The concept of collegiality, which is new to Lake Michigan College, is described as being as old as ancient Greece. Such a system offers alternatives to adversary relationships. Through cooperative efforts, input and evaluation by the College community are offered.

"The Board Policy Manual allows various individual bodies, as listed in the Table of Contents, internal and external guidance, as well as delineation and definition of collegiality carefully expressed. Collegiality's philosophical root involves:

1. Spirit, *esprit en famille*, a feeling of working in harmony, achieving a philosophy of operation which includes well defined goals, functions, and objectives.
2. Centrality of relationships based on wholesome trust, faith, and respect.
3. Professionals serve together in joint association for decision-making and for academic governance, giving counsel to their President and Board of Trustees.
4. The word 'colleagues', a term that implies professionalism in planning alternative, educational experiences for students.
5. Open formal and informal avenues of communication among all members of the Lake Michigan College family.
6. A performance based system which seeks to give recognition to those who perform excellently.
7. Detailed descriptions of roles of each position as an integral part of the College organized through a system of shared authority when the role of members may be affected.
8. Explicitly defined powers and rights, duties and responsibilities for due process participation through chosen representatives and individual members.
9. Creation of forums for discussion of issues, professional debate on the merits of questions.
10. Continuation of examination of mission."

These are noble sentiments, sincerely expressed.

But there are apparent weaknesses to the whole approach. The evaluation team of the North Central Association recently visited our campus and submitted an evaluation report. In that report under the heading of "Areas of Needed Improvement," the first item of criticism reads: "The collegiality mode of governance is sound in concept; however, ample evidence exists that many don't understand nor accept it and currently it appears that communications are primarily from the top down." Later on in the report the 11th item of criticism expands on the point stating: "Some vehicle needs to be developed for meaningful faculty input into the governance process." Clearly, all of us at Lake Michigan College have to reevaluate our roles in the face of this criticism. In particular, the board must anchor its lofty principles to practical actions. Our concept of collegiality as it now stands encourages advice from below in name only.

Principles and mechanisms notwithstanding, the relationship between a board and college president is a dynamic human interaction. As such, great care must be taken to create and enhance an atmosphere of trust. At the same time a board has a special trust, a feduciary trust, to protect the public interest. If for some reason that public trust is being abused by the maladministration of the college, then the board has to remember its primary responsibility.

Each year the board must review the performance of the chief administrator of the college. This is probably the most important activity of the board. It is also a time when the board must face the difficult, often painful, task of evaluating the president's performance, maintain an atmosphere of confidence, and protect the interests of its constituents. Needless to say, the situation requires diplomacy of a high order. At Lake Michigan College we have discovered that the most effective way to handle the annual review of the president's performance is to delegate the responsibility of evaluation to a sub-committee of the board. The chairperson of that sub-committee is further charged with the responsibility of discussing any areas of concern that the sub-committee might have concerning the president's performance. At the same time, the president has an opportunity to express some of his feelings about his relationship with the board.

We have found that this procedure not only promotes greater understanding but in at least one instance it led to an important change in policy which otherwise might not have occurred. Thus, the annual evaluation can be an opportunity to transcend its watchdog function and promote sensible changes in policy.

One more factor is necessary to create a harmonious working relationship between board and president and that is mutual respect. Board members in Michigan and elsewhere serve without pay and do so because they believe in the importance of education in general and the significance of community colleges in particular. The board, in addition to its highmindedness, is usually composed of community leaders who have established themselves in their own professions and businesses. Presidents would be well advised to capitalize on the expertise of the board to help solve a variety of problems the institution faces. The board is a resource not just a boss.

For its part, the board should hire a professional educator and acknowledge that special kinds of expertise are needed in running a college. The president is not simply a functionary or a glorified clerk who implements board policy. As a professional the president plays a vital role in helping the board define sound educational policy. The president, therefore, should have the maximum degree of both formal and informal training in order that he may function as a resource when the board deliberates policy.

Perhaps the simplest and most direct answer to the question, "how can boards and community college presidents work together?" is to say: "do the job." If each of us recognizes that we share a common ground - to provide excellent community college education - ultimately all our steps will be in the right direction.

Identifying Urban Community College Needs

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It is the purpose of this article to explore in depth how some institutions are **Identifying Urban Community College Needs**. To fully appreciate the nature of what Community College of Philadelphia has done and is doing to meet student needs, it would be well to first consider some characteristics of the college, the city, and of the students.

The City of Philadelphia still remains a city with strong neighborhood identifications. These identifications are sometimes rooted in race, sometimes religion and sometimes nationalities. However, despite all efforts, so far, we have not succeeded in having one based on sex. There is a white affluent Northeast, the white blue-collar Kensington, a poor black South Philadelphia which is next to a highly partisian Italian South Philadelphia. There is also a racially mixed affluent Northwest and a highly educated upward mobile University City area that some would say has not yet decided upon what it wants to be.

In past years, the gang problems received all kinds of headlines, but in recent years the activity seems to have diminished. Everyone who has a vested interest in this claims credit for it; the police claim it was their fine work in apprehension; the city office charged with this responsibility has stated the credit is theirs (as well as making other statements as to how much more they could do with more money). Even the public school officials have taken the credit. While it may be the result of all or none of these, the vestiges of fear still remain and the influence still persists. There is fear, or at least reluctance, of many young persons to leave their own safe "turf" and enter the "turf" of another. I shall return to this point later.

Finally, in this overall framework it is well to consider that historically it has been the pattern of the city that the numbers of high school graduates going on to higher education have been well under the national average. Without quoting actual numbers, it is safe to say that this is still true. While various reasons have been advanced for this, many cite the fact that higher education has not been and is not viewed as a goal by large numbers of adults in the city. This, despite the fact that in the five county metropolitan area, there are 79 institutions of higher education; this is one-third of all the higher education institutions in the entire state. Of these, 40 are in Philadelphia.

Thus, the students who come to CCP are certainly not coming because it is the only higher education institution around. There is a self-selection process that tends to establish the community of students we serve. We at the college wrestle with the questions, who *are* the students we are serving? Could they have been served *better* by other institutions? Are they served by the community college at the expense of these other institutions?

However, all evidence confirms we have opened opportunities for groups never before served and who, but for our presence, would still be unserved. In Philadelphia -

- 85% of our students come from families where there was no previous exposure, by any family member, to higher education.

- 2 out of 5 come from families where the average family income is $8,500 or less.
- 3 out of 5 require financial assistance; they received over $5 million in aid last year in the form of grants, loans and work-study earnings. Most find it is necessary to work part-time and many are on welfare.
- 75% of full time students carry full or part-time jobs.
- We serve nearly as many minority students - particularly blacks and Puerto Ricans - as all the other colleges of the area combined.
- 55% of our last entering class were 21 years of age or older. The average age of all students is about 28. The majority are women and among these are those who married relatively young and whose family obligations have diminished because their children are of school age.
- The level of aspiration of many students far outweighs the level of college readiness they possess.

One of the first "needs" of this constituency is to be able to have access to the college. This means a "neutral" site, not dominated by a specific neighborhood or group; a central location with adequate public transportation; and a site where they feel safe. This was the reason for my reference to the concept of turf.

These have been the groundrules of our site selection process. In addition, there is need for ready and easy access to other educational and cultural institutions. And above all, it is necessary that the college have high visibility and be perceived as an asset in which all citizens can take pride. Hopefully, our new site will fulfill these goals. Whether or not we have met all these needs, we will find in time.

Now, by law, the persons served by the college must (with some few exceptions) live within the boundaries of the city (which are the same as the county). These persons seem to fall into four groups. There are the

1. *Current* graduates from public and parochial schools
2. *Former* graduates of recent years and *non*-graduates who have earned GED certificates.
3. There are adults with long employment records and many women whose children are now in school and no longer require full-time care.
4. Groups of persons reached through special off-campus, in-service educational programs.

I have described our college, our city and our students. Now what happens to them when they come?

These students present themselves for admission throughout the year with a very heavy rush to apply late in the year. Last year, out of the 10,435 registrants for the fall semester, 4,738 of them applied after mid-July. In fact, 2,100 showed up in four nights during the August walk-in registration. The phenomena is an annual Philadelphia event and is related to many things; the employment picture; the availability of money; and what we sense is habit.

Early registrants receive normal admission and orientation and registration services. Mid-phase people (July 15-August7) receive a modified procedure with the late comers receiving the least service, *although* in *many* cases they require the most; many are on academic probation or have disciplinary problems, etc. Recently, on-line computer-assisted registration has been enormously effective. This fall, the longest line once had 30 people at a time; a vast improvement over the days when police assistance was helpful in speeding lines of hundreds.

A typical year for early registrants shows that 71% would be fully admitted: 5% rejected because of past academic difficulties; and 24% would fail to complete registration. The reasons given for this failure include the inability to get the curriculum they wanted; change of family or economic situations since applying; not receiving financial aid in time; and matriculation to other colleges. The experience with later applicants are similar though with a higher proportion indicating *their* reason as the inability to get their desired course.

These students, much like students everywhere else, come with an extremely wide range of self perceived needs and goals. Far different from earlier years, our students now are more interested in job or career oriented programs with many coming for specific courses only, with no intent to pursue an associate degree.

While SAT's are not required for admission, certain diagnostic tests are available at the college and the comprehensive test of basic skills and departmental developed examinations provide a base upon which effective counseling can be built. The range of reading levels of current high -school graduates applying at the college is from 6 to 12 years with an average of 7-8 years. This, plus various other needs, requires that many special developmental services be made available. Approaches used include

1. Act Now Program - summer session in reading, writing and math - state funded.
2. Cooperative Learning Programs - self paced programs based on an agreement with students to attend all classes and tutoring sessions for at least two semesters.
3. Project II Program- consists of linked developmental English courses with other selected credit courses plus mandatory tutoring with special counselors.
4. ESL Bilingual Programs - programs of English as second language to develop English usage skills with bilingual programs for those wishing to pursue content courses while still developing English skills.
5. A Program For Handicapped Persons - interpreters, tutors, readers, and note-takers are provided for all types of handicapped persons, in addition to braille typewriters, and special equipment and training for the deaf. The total facilities, services, equipment and other programs provided for the deaf students make the deaf program at CCP the third largest in the east.
6. The Veterans Upward-Bound Program - designed for students preparing for the GED examination. In addition, the college has been recently named a testing center for the state.
7. Learning Laboratories - these are available to all students to provide tutoring and remedial help. It also enrolls skilled students for advanced work.

Generally, intense counseling services including the use of peer counselors, are provided. The goal is to insure that all students are properly placed in classes, at proper course levels and loads, and that they can communicate their needs early and clearly enough such that supportive services can be made available. These support services may be academic, psychological, and/or financial, in nature. Thus the college, which is open door, accepts students where they are and tries to build from there.

Now, the way that programs come into being at the college is probably quite similar to the procedures used by all of you. I would like to briefly describe the method at CCP to be sure we give the complete spectrum of how we try to clarify needs.

I. Potential Program Identification

A. Based on personal observations and studies of local and regional labor markets
B. Manpower studies
C. Requests from industry, students, faculty and board
D. Offerings at other schools
E. Recommendations of college advisory committees - 25 committees with 400 members operate at department level - meet sometimes monthly,

usually 4 times and at least once a year.

II. Determining Program Feasibility

A. Detailed industry survey for employment possibilities, salary levels, etc.
B. Student interest survey
C. Transfer institution survey for transferability of credits
D. Program cost development; space, faculty, support needs
E. Availability of specialized faculty
F. Review for special funding opportunities
G. Informal alert to Board of Trustees

III. Preliminary Program Design

IV. Assessing Program Compatibility with School Priorities

A. Consistency with goals
B. Comparisons with new and existing programs
    1. Community interest
    2. Space needs
    3. Duplicating of programs
    4. FTE cost

V. Final Proposal Development

A. Program goals, objectives, format and course description
B. Development of assessment techniques

VI. Process of Review and Approval of New Programs

A. Advisory committee review
B. Academic administrators' review
C. Accrediting body comments
D. Standing committee review
E. President and Board of Trustees review and approval

Evaluation of Current Programs

A separate set of functions apply and are used with varied consistency for current assessment of existing programs for suitability, revision or elimination. These elements include:

1. Student satisfaction with the program (judged by enrollment)
2. Student ability to handle subjects testing internal
3. Student achievement on standard tests required for professional registration, etc. - external testing
4. Student ability to gain employment (NCHEMS outcome survey)
5. Student success in subsequent academic institutions
6. Costs of operating program (NCHEMS model)
7. Public reaction to program (Board of Advisors)
8. Accrediting agency appraisal (for professional training standards)

Past Efforts

The past evaluation efforts of the college have been largely in actual surveys of graduates and proposals for questionnaires for students having withdrawn.

Future Program Evaluation

A large scale formalized program for program evaluation is being developed. NCHEMS outcomes taxonomy is being modified to develop college-wide program evaluation criteria and related outcome measures which, in turn, establish the required data base to support the evaluation procedure. Evaluation criteria in this approach can be sorted into three areas of interest: (1) Student attitudes, (2) student performance, and (3) non-student program impacts. Such a college-wide evaluation program requires joint institutional and departmental effort.

The state of Texas has recently developed a comprehensive set of program evaluation tools for use by community colleges (see *ACCT Advisor*, February, 1978). These have been tested and validated in that system and are recognized generally around the country as the best approach to evaluation of a number of important outcomes. The *entire* Texas program consists of a series of 14 separate questionnaires which partially interrogate the general areas of student's attitudes, performance and other factors mentioned above. These general areas in the Texas system, are labeled:

1. Student's Educational Intent (1)
2. Withdrawal follow-up (3)

3. Non-returning students follow-up (2)
4. Graduate follow-up (3)
5. Employer follow-up (1)
6. Adult and continuing education follow-up (3)
7. State follow-up reporting (1)

Of the 14 questionnaires, 6 seem most appropriate for our use in the *near* future. These are:

1. Student goal statement
2. Student course withdrawal questionnaire
3. Student program withdrawal questionnaire
4. Follow-up to non-returning students
5. Follow-up to completing students (after 6 months)
6. Employer follow-up

An initial trial of all has or is being made. Results of the graduated and non-returning student surveys have been compiled and analyzed. The unemployment survey has been implemented on a trial basis in several departments. Program and course withdrawal data will be collected in the current term. All new students are asked to complete the goal statement. Good data should be known for all approaches by the terms end. The groundwork will have been laid for longitudinal study of programs.

The goal is to complete a balanced examination of all programs. It is planned that this be done on a periodic basis.

Community services

The final area that I feel would be appropriate to consider in this evaluation of ways of meeting the needs of the urban community is the type of community services offered by the college. These may be credit or non-credit. The credit offerings are those listed in the catalog; non-credits are those which differ from regular college offerings. They sort themselves into the following types:

1. Credit courses on campus: groups
2. Credit courses off campus (groups may complete degree without visiting campus): federal, municipal, religious
3. Credit courses off campus (not part of off campus degree program): given at high school in evenings, hospitals, YMCA's, prisons, work sites
4. Special grant based non-credit programs: Veterans Upward-Bound; Act 101
5. Non-credit remedial or developmental (on or off campus): such types include Phila. Urban Coalition, Neighborhood Learning Centers/GED, learning lab study skill courses.
6. Non-credit adult education for specific vocations: International Trade & Transport, respiratory therapy
7. Special ethnic/cultural programs offered in conjunction with other community groups or agencies: deaf programs, driver improvement, youth services project, IRS, Women's Law Programs, Nationalities Service Center.

These off-campus activities take place in 47 separate programs at 38 sites and an additional 21 Neighborhood Pre-College Learning Centers. In fact, these Neighborhood Learning Centers alone during fall 1977 involved some 900 students, 120 tutors, 28 teachers and 36 classes. The profile of a student in an average class at a Neighborhood Learning Center would be 27 years of age, probably female, single, unemployed and/or on welfare, with a 10th grade education.

In closing I would suggest that while there is no single final answer to the question, - "Are we meeting the needs of our constituencies?" We must always try! We must be responsive; that should be our hallmark. Indeed, should the available dollars continue to diminish we shall have to address the cost benefit concerns that will force the assignment of additional priorities to elements of community needs. We may even get answers to questions like:

1. Is the community best served by allowing all students to attend the college, or should some limit be placed on the time and number of credits which a student

can attempt before they are asked to discontinue enrolling in the college?

2. Does the student who registers for more than the standard load (i.e., over sixteen hours) limit access to courses for other students who may wish to enroll in the college?
3. Do those programs with very high FTE cost and low enrollment justify themselves in terms of usage of college and community resources?

That should be even more fun. But these ever changing unsolved issues are the kind of things that make our tasks worthwhile.

The View from the Hill

Wm. H. Meardy
Executive Director, ACCT
Washington, DC

"All that is necessary for the forces of evil to win in this world is for enough good men (and women) to do nothing."

Edmund Burke

My view from Capitol Hill is that the forces of evil in this country are succeeding. They are succeeding because they are doing a better job of attacking "the system" than you and I are doing in defending it.

No one has ever said that the American way - whether it be our democratic form of government or our free enterprise system - is perfect. But until something better comes along, I have to be just a little bit proud, not satisfied you understand, but proud. I am proud enough to come out fighting - not to maintain the status quo but to admit to some errors and to make some positive recommendations to improve the "system".

Education

Let us begin in our classrooms. Not enough good teaching is being done in our grade schools, high schools and colleges in explaining and defending American ideals, our democratic form of government and the free enterprise system. As a former high school political science and history teacher, I long ago realized that one of the most boring subjects I ever studied was Political Science. Much of the reason for this was the lack of commitment on the part of my teachers. I was determined that this would not be the case in my classes. While I cannot attest to the degree of my success, I can say that no student ever slept through one of my presentations. I taught those classes with enthusiasm and pride in my country. It was an exhilarating experience reviewing our country's strength and weaknesses. But the most rewarding part was hearing the constructive recommendations for improvement made by the classes themselves.

Last November we elected a Congress that is to chart the future of this country during one of the most perilous times in our history. Election returns indicated that only one-third of the eligible voters exercised not their right, but their obligation to vote! We educators, must share in the blame and the shame of that statistic. When we taught Political Science and all the "isms" I am afraid that too many of us took for granted (or forgot) to teach about Americanism, capitalism, patriotism and most importantly, the need to protect each of them via the ballot box.

I really question that having so few elect those who should serve so many is really the best way to insure that our future is best protected. During a time in which our natural resources are being rapidly depleted, energy costs are soaring, inflation appears to be uncontrollable, fears of a recession on the rise, and ethical behavior on the part of our elected leaders and businesses appear to be at an all time low, America needs all of the collective wisdom that it can combine for positive action. That must begin at the ballot box! It begins at the level of selection of who is going to be recruited to run for office at the local, county, state and national levels. But, if the word "politician" ever becomes a dirty word, then I submit that we will end up with only "dirty" politicians running for office. Far too many of our potential leaders are beginning to turn away from the thought of running for office. If that happens, then their main job will be to preside over the failure of the American dream.

I still say that it all goes back to education. When we begin to aggressively teach about America, only then will we begin to see a rebirth of love and pride in this great country and a commitment on the part of our best citizens to run for public office. With conviction reborn we can begin to reshape this country's destiny.

I know what my critics will say, "That is propaganda!" You bet it is! But let me go one step further. It is proper propaganda. It is truthful propaganda. It is needed propaganda aimed at protecting what this country has achieved for its citizens and what it is capable of achieving in the future.

Propaganda is what gave our people heart during the depression and strengthened our resolve in times of war. Appropriately used it is what we need to revitalize our people today.

My view of this "propaganda" goes one step beyond the common use of the term. I believe it includes a close examination of America, its plusses and its failings. Let us be critical of its faults yet positive about what we can do to set them right. Let us not be deceived that if we allow America to be destroyed, out of those ashes something grand and glorious will emerge. That is hog wash! But it is what our enemies would like to have us believe.

At the same time, let each of us examine our own code of ethics for our ethical values are the foundation on which all else is built. If, as it appears, the decline of ethical behavior is apparent on the part of political and business leaders in this country, then it seems to me that the setting of an ethical model must first of all begin with you and me. We cannot expect our nation's leaders to behave according to a specified code of ethics when we have not subscribed to that code of ethics ourselves.

Politics

Let me return to a point. We cannot correct obvious abuses in our political system without going back to the source - who is selected to run for office in the first place. That is why as community leaders, you trustees must take up the reins of leadership more effectively in the arena of candidate selection. All too often candidates for office are chosen by the volunteer system. While America needs and must have volunteers, to leave the political selection process up to chance or political maneuvering is to endanger the entire process.

You, as civic leaders, have a duty to canvass, promote and recruit the very best talent in your communities to compete for office at all levels of government - local, state and national. Failure to meet this civic responsibility is to be forced to accept the consequences of letting others do the job for you.

As civic leaders, you know where the talent is to be found in your community. Knowing that - go get it! To refrain from participation in that political process is to allow the special interests to select and to run candidates, possibly beholden to them. I will mention only one such interest that does it regularly - organized labor. If they believe that this is a good idea, then perhaps, you might be persuaded to consider such a course of action.

But being political doesn't necessarily mean being partisan. When it comes to education (especially community college education) and protecting the American dream, I hope that you will agree that politics should be non-partisian. Never mind party labels. There is little if anything that separates them. Instead seek out quality in a candidate. Seek out integrity. Seek out someone who will not bow to special interest groups. Seek out someone who cannot be bought! A decade ago, lobbyists here in Washington, DC, numbered in the hundreds. Now they number over 10,000 - evidence enough that the lobby system all too often works.

Admittedly, our political leaders often bow to those same pressures to which you and I are subjected. But the pressures on them are so much greater. The heaviest weight of all is that of getting reelected. If there were ever a comprising of ethics, it is under that pressure. Senators and Congressmen will do almost anything, within reason, to achieve reelection. Every decision they make is tempered with the answer to the question "Will my vote on this bill help or hinder me in the next election?" For my part, I would rather see every vote made upon the basis of sound reasoning supported by high moral and ethical values and free from pressure groups.

While I realize that sounds like "pie in the sky" I think that we can improve the system. Therefore, I would like to support the proposal to amend the constitution that would limit the terms of Senators to two six year terms, and to limit the terms of Congressmen to three four year terms.

It is a shame to sit here in Washington, DC and watch what happens to the returning members and the newly elected members of the U.S. House of Representatives. As soon as they get into town they immediately begin running for office for the next election. Why? Because it is only two years away. Already, they are subject to the demands of the special interests. I bear the original framers of the constitution no ill will. In fact, they did a magnificent job. It is just that as the times change, so can (and should) the constitution be amended. That is the beauty of that grand document. Limiting the terms of Senators and Congressmen will take some of the heat off of them by expanding congressional terms while eliminating the prospect of being in Congress as a lifetime career.

Congress needs new blood. It needs new, youthful and vigorous leadership that more effectively reflects the mood of you people at the grass roots level. Since coming to this city in 1972, I very quickly learned how easy it was to lose touch with the pulse beat of the local community college. How representative can a congressman be to local thinking when he or she remains in Congress 10, 20, or even 40 years?

Even though I hold Senator Charles Percy (Illinois) in high regard, I was sobered when, after the November election he said, "I am going back to Washington, DC a far more fiscal conservative than before this election. I have heard the message." My only response to that is "Senator, where have you been these last few years? The cry of America was not generated only on election day."

While limiting the terms of Congressmen and Senators will help, it will not be a complete package until we constitutionally provide for the public support of political campaign financing. The elections last November showed that the overwhelming majority of the candidates who did win spent the most money. What is not generally known is that some candidates were supported in large part with campaign donations from special interest groups. Why do these organizations give their money? Sooner or later they will attempt to cash in their I.O.U's. We ought to search out ways to improve the campaign financing process.

Free Enterprise

It is no longer debatable because it is true, the free enterprise system is dying. Cornell Maier, Chairman of the Board, President and Chief Executive Officer, Kaiser Aluminum and Chemical Corporation says as he speaks around the country,

"The people who are attacking the

system (free enterprise) are doing a much better job than the people who should be defending it. No one is effectively countering the misunderstanding, the misinformation, and the sometimes intentionally misleading proposals that are being slipped to the American people.

"If our system is to survive, it's about time that we recognized some basic facts: Bigness isn't bad; government cannot produce wealth, it can only take; employment is better than unemployment, work better than welfare; wealth is better than poverty; liberty is at least as important as equality.

"The system isn't perfect. But for all its faults, no other system has been able to provide the freedom, the opportunity, and the bounty of both the materials and the spiritual good things of life to so many as has our system.

"We must tell our story to anyone who will listen, and if they won't listen, we must find ways to make the story interesting enough or important enough to them so that they will listen.

"I don't know how it happens that business and government so frequently seem to be cast as adversaries. That's wrong. Business and government are there is to serve the public interest. There ought to be a way for business and government to work together to solve the pressing social and economic problems that concern us all."

I submit that our community colleges can do more than they are doing at present. A special, but more important, an interesting economics course can and should be offered. Econ 101 will simply not do. As all of you know that course is "Dulisville".

What is needed is an economics course that is a crowd pleaser. It should be a course that utilizes some outside businessmen and women, union leaders and interested business executives. Field trips should be included. Also, a study should be made of the economic impact that a particular business or industry has made in your community. How has that business or industry abetted employment? What amount of taxes does it contribute? What is that company's margin of profit? What is the environmental impact on the community? Why should other businesses or industries locate in your community? Etc.?

Why not try offering a course called Free Enterprise 101-102 (3 units/credits). Make it live. Have it be vibrant and exciting. Give this challenge to a creative and an innovative faculty member who can create a course outline that will "turn on" the student body. The faculty talent is there. All that it needs is leadership!

Business and industry should lead the way. Ask that a $5,000.00 (more if possible) chair be established by business and industry at your institution. That money would go to offset the extra cost for a faculty member to create the course outline and pursue approval through the community college administration and the board of trustees. The money could also be used to bring in outside speakers, to address themselves to the subject - "The Free Enterprise System".

An educated public, presented with the historical fact that America is where it is today because of the capitalistic and free enterprise systems will, in and by itself, protect those systems. Even at its worst, the American way has generated more benefits for more people than any other system in the world. That has to be an idea worth fighting for.

Government Regulations

One Senator was heard to say recently, "What have you done to my bill?" What he was referring to were the regulations that were drafted by government bureaucrats that were supposed to implement his bill after it was signed into law. What the Senator was saying in effect was that by the time the regulations were published they bore little resemblance to the intent of his original legislation. There are cases where years later, the regulations were rewritten (or modified) that even further changed the original intent of the bill.

Though it took 200 years to get us into this regulation mess, it is not being unreasonable to suggest that we begin going the other way - even if it takes another 200 years in order to reestablish full and real local control.

Not all federal government regulations can be eliminated - nor should they be. Those federal laws that affect the country as a whole should be accompanied with regulations that effectively implement those laws. However, the way in which those regulations are developed needs improving. If government, industry, labor and education groups work together in order to solve those regulatory problems, then perhaps we would find only those regulations which would be necessary, fair and yet sufficient to implement the spirit if not every letter of the law. We certainly do tend to over-regulate as of now. The cost to this country in implementing those regulations runs into the billions of dollars each year.

The Bottom Line

Trustees are among the busiest people in the world. Time is very valuable and everything that you do must first of all be placed upon some priority list. I submit that the saving of America be placed at the highest priority in all of your busy lives.

You and I have been fortunate to be blessed with the opportunity to have lived during the greatest period in American history. Admittedly, it was not all gravy. Many of us suffered through the worst depression in history, W.W. II, Korea and Vietnam. At the same time we witnessed the first man walking on the moon and a rise to the highest standard of living we have ever known.

We owe it to future generations to take stock of where we are and where we want to go. We need to put this country on a new footing. We need to mobilize against inflation, against a declining morality, and to seek out alternate sources of energy. We got to the moon in ten years. Why can't we become energy independent in ten years? We need to take a fresh look at our defenses. Russia produces tanks at 1,000 per month. Why? Do we have to have one shoot at us before we get the message?

This country cries for leadership. I see very little of it here in Washington, DC - at least the kind of leadership around which the country will rally. Yet, as I travel throughout this nation, attend the ACCT seminars and the annual convention, I see the overwhelming evidence of not only what made America great but what can keep it great - its people. The American people are this country's greatest resource. Our history has shown us that when the people have effective leaders, the results of their efforts are boundless. However, when the country drifts, then the people have to take matters into their own hands. Proposition 13 is only the tip of an iceberg reflecting how America really feels. Therefore, let's work at improving the system. Our forefathers gave us what we have today. We owe it to future generations to protect that legacy for them - tomorrow. Let us at least try!

Well, that is my view from the "Hill". Not a pleasant sight is it? While I may be wrong, I can say that this is my honest assessment. Admittedly, it is one-sided. I have not taken much space to say what is good about America. That would take up a whole book. America is still the greatest country in the world. I just hope to make a contribution that will help keep it safe and make it even greater. And, I feel a desperate need for your help.

Retrenchment/Inflation

Raymond A. Stone, President
Sandhills Community College
Carthage, North Carolina

Axioms: if dollars remain constant, and if the price for goods and services continues to go up, dollars buy less; If enrollment drops, and if dollars are tied to enrollment, then dollars drop; If enrollment increases or remains constant but the economic production and the political appropriation of tax revenue falls, fewer dollars can be allocated to a college function.

These axioms have engendered such frequently heard terms as fiscal restraint, austerity programming, and retrenchment in educational circles today. How can we anticipate breaks in trend lines? How can we plan a course of action? How can we act quickly? How can we manage expenditures without control of revenue? These conditions and questions provide the grist for our discussion mill.

We shall begin by taking a quick look at inflation. We need not dwell overly long upon a graph of rising costs. All of us are familiar with this problem. The 1977 study by the National Institute of Education (NIE) of "Higher Education Prices and Price Indexes"[1] shows an 88.6 percent increase in prices since 1967. A close look at Table 1 of the study shows the steepest inflationary spiral in fringe benefits, 195 percent; books and periodicals, 167.7 percent; and utilities, 158.1 percent. The lowest rise in prices occurred in contracted services, 66.7 percent; professional salaries, 69 percent; and equipment, 71.9 percent.

The NIE study also included price indexes of construction. Table 10 from the report shows a slightly more than doubling of costs in the 1967-77 decade. The composite index of construction and equipment is at 206.3 from a base of 100.

Let us make a few generalizations from these data. Inflation in new construction continues to be high, averaging an 8.1 percent compound rate since 1971. In only nine years the cost of a new building has doubled. Implication: speed up the planning. On a two-million-dollar building, six months means either a savings of $80,000 or a loss of that amount.

Since 1974, college costs have not gone up as rapidly as general consumer costs. The trend continued through 1977. Colleges partially control inflation by restricting salary increases. Education is a labor-intensive endeavor. Last year faculty salaries increased 4.7 percent while the Consumer Price Index rose 5.8 percent. This difference meant a savings of approximately $70 million in 1977. Unfortunately faculty members are not maintaining consumer purchasing power.

A study by Gerald B. James, Rockingham Community College, North Carolina,[2] indicates that in that state $123.80 in 1977 was needed to maintain purchasing power of $100 in 1974. Professional personnel purchasing power decreased 5.6 percent.

How can trustees and administrators combat inflation? This question should stimulate lively discussion. Tighter control of personnel costs, utilities, and paper products? Short term investment of cash? Cutting the time between a decision and a deed? For sure if we solve the problem of inflation, the demand for our services in Washington will far outstrip the supply and the price of advice will become inflationary.

The other side of the coin at which we also wish to take a look is retrenchment. How can we plan for action when dollars are reduced? Following the economic downslide of 1974, most colleges had to get by with less in FY '76. Thus we now have gained experience at cost cutting. Who goes? When? Shorter operating hours? Longer working hours? Larger numbers of students per class? Effect upon quality?

Retrenchment is the result of falling enrollment also. Lower rates of growth, shifts in enrollment by programs, male-female, racial mix, educational deficiencies, and actual decline in students are a real concern. What impact does *retrenchment* have upon *entrenchment*? Can some costs be deferred? At what price?

In a majority of institutions, enrollments were up from 1968 to 1974 according to a *Report For the Carnegie Council on Policy Studies in Higher Education.*[3] By 1980, less than half expect an increase; six percent look for a decrease. Steady state, that is little change, is expected by half. Proportionately more community colleges (84 percent) grew over the past six years. In public two-year institutions, a comparison of 1974 enrollment to projected enrollment reveals 66 percent of the institutions equalled or exceeded projections, 27 percent fell short up to 14 percent, seven percent fell short by more than 15 percent. A point — how good are your projections? How well do you know the student potential, socio-economic and demography of your area?

How quickly can your institution respond to shifts in enrollment, to overall gains or losses, to vocational-technical programs from college division programs? How does personnel policy affect your ability to adapt to changing conditions? How are faculty members in your state seeking to protect their economic interests?

In North Carolina this year because of a reduction in enrollment projections, funds for community colleges were cut. At one institution, fourteen positions were terminated and twenty-six terms of employment were shortened. At another, three faculty positions, four paraprofessionals and three custodians were dropped. Another hard hit technical institute limited enrollment; put administrators, counselors and librarians in classrooms within their disciplines; eliminated part time positions; and consolidated basic and adult high school programs.

How can we begin now to plan for a probably declining enrollment in the 80's? Bricks and mortar, space, equipment, and supplies come quickly to the fore. Decisions affecting goods can more easily be made than those affecting services. When has a space utilization study been made in your institution? What policy decisions about students, faculty, and support personnel are being planned? Is change being planned or will it be dictated? What about the wide-range age group from 24 to 49? Are these potential students being recruited?

People return to school to improve quality of life. Can making-do with less be an acceptable way of life on campus? Are goals being established? Is professional stagnation a by-product of the steady state? Is there really an adverse effect upon quality? How can faculty productivity be stimulated? How can better teaching skills be acquired? Is stability in enrollment and funding bad?

I have not tried to provide answers; rather I have consciously raised questions hoping thereby to stimulate further questions from you and to read your accounts of how you in your institution are coping with inflation, with the steady state or declining enrollment, and with fewer dollars. Possibly the single key to each of these doors is how to discern early the break in the trend line and how well equipped is your institution to respond to what you see coming.

I hope that we might develop some strategies by which we can better cope with change.

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1. "Higher Education Prices and Price Indexes, 1977 Supplement, " The National Institute of Education.

2. Gerald B. James, "The Effect of Decreasing Purchasing Power of the Dollar on Ability to Purchase Goods and Services by Employees in the North Carolina Community College System," unpublished paper, 1977.

3. *Presidents Confront Reality*, A Report for the Carnegie Council on Policy Studies in Higher Education, Jossey-Bass: San Francisco, 1976.

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Boards and Presidents - How to Work Together

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Technical and community college boards of trustees and presidents have been seeking the answer to the question of how to work together for many years. The fact that many of our institutions have been very successful attests to the consideration, at least, that some boards and presidents have established a healthy working relationship. I am firmly convinced that unless the trustees and president, the governance/management team, of our institutions find the proper combination of "working together," the college and, more important, the students will suffer severely.

Because the two-year college movement evolved from a combination of higher education and secondary education, our governing structure is somewhat unique - less defined. Partly because the frameworks that govern the two education systems from which we "sprang" were well established, it may have been assumed that new techniques or additional research weren't warranted. In addition, because our institutions are relatively new, we lack the years of experience to draw upon to find solutions to the perplexing problems facing us.

We find ourselves in a rapidly changing and evolving period of our young history. The challenge of change can produce a strong motivating force for better conditions. However, it can also place a tremendous burden on a struggling relationship between board and president.

What are the respective roles of the governance/management team of a two-year community or technical college? Simply stated, the board is charged with the responsibility for making policy and the president and chief administrative officer is charged with the responsibility of operating the college within the guidelines of those policies. That appears straightforward enough - then why all the concern about the success of this "marriage"? The stakes are high and unless we collectively, board and president, do our jobs right, our institutions cannot do "their thing" - turn out qualified and productive men and women.

Even though the board and the president have their respective roles to play, the board, as policy maker, and the president, the administrator, there are times when the line between them is not all that clear, and any president who consistently makes major administrative decisions without seeking advice of the board is sticking his neck unnecessarily in a noose. By the same token, any board that continues to make policy without advice from the president is also courting big trouble.

One of the key responsibilities of the board of trustees is the selection of the president. How well this job is accomplished will have lasting and vital effects on the relationship we are speaking of and, obviously, on the success of the college. So, right at this critical stage, the board has the power and control of its destiny and all those who participate in the life cycle of the institution.

Once the president is selected, and from that time on, the president must know, and so should everyone else, other members of the administration, faculty, and the public, that the president has the board's whole and solid support. Again, the way this is done will help set the stage for a trusting relationship - trust being the key to any sound and productive relationship.

The board of trustees and the president are not equals in this relationship; supporters of each other - yes, friends - perhaps, antagonists - at times, but always in the best interests of the institution. The president must receive direction from the board, the "whole" board, and the board must speak in unison, discussing fully any issue, but finally submitting a united decision. A united board is one in which the views of all members are clearly displayed and, even though everyone is not completely convinced on an issue, the vote is *usually* unanimous and the entire board fully supports the issue. Too often boards react instead of act on issues. They approve rather than *give* direction. This can lead to the subjugation of their responsibility and tends to overload the president. While the president must be responsive to the board, there is need at times to educate the board and give them the background necessary for complete understanding of the issues.

Effective communication between the president and the board is mandatory. The president must keep the board fully informed. There is no substitute for complete disclosure between these parties. This is not only done in meetings but through written communications or by phone, for time may be of the essence in a critical situation.

Although the board of trustees relies on the president for information, recommendations, and the implementation of actions, there is a strong inclination to let the president and administration work out all the details to the solution of problems. However, the board must take a strong position when necessary for their first obligation is to the community, and the community has the right to expect a responsive and effectively run institution.

Most boards evolve a friendly relationship with the president through doing things together (usually with their spouses) - going to seminars, workshops, and special events. Doing these things together tends to bring about a better understanding of each other and, in the long run, a better working relationship. However, a word of caution - the trustees must retain a proper perspective as overseers to maintain the full accountability of the president.

An important, and perhaps vital, responsibility of the board is the evaluation and appraisal of the president and itself. Another word of caution - do it *right* or don't do it at all. A good evaluation has many rewards, but by the same token a poor evaluation destroys initiative and creates dissension.

Evaluate the president on the accomplished objectives previously established with the board. If no objectives have been established, an evaluation can be very subjective and unfair. An evaluation should not be a popularity contest. It should be a positive and constructive appraisal of achievement or lack thereof, based on goals jointly agreed to and thoroughly understood. Just as in any working relationship, the individuals have the right to know where they are - their strengths or where improvement should be attempted. In presenting the board's position in this matter, the board acts as "one," preferably communicating through the chairperson, but only after a thorough and private board discussion and agreement on all of the items to be presented.

The board of trustees must also be appraised, and this chore belongs to the board with the president given the opportunity to make his evaluation and comments. The stage must be properly set by the chairperson for a free and uninhibited exchange of ideas.

Goals and objectives are reviewed. As in any appraisal, past performance is examined to determine what, if anything, must change. The whole theme of the review must be directed toward · "How do we best perform our responsibilities as board members so that our college can perform its function successfully?"

And now let me review those points affecting the governance/management team relationship that I have touched on:

1. Policy making and administration · each doing "its thing" but best accomplished through sharing and counseling with each other.
2. Selection of the president · The board's opportunity to make a major contribution to their future relationship and to the success of the College.
3. The support-trust relationship. The backbone of any effective relationship.
4. Board unanimity of purpose · discuss thoroughly but act as "one."
5. Act not react · give direction not just approval.
6. Full disclosure · a mandatory ingredient.
7. Get to know each other · do things together.
8. Evaluation · a revitalizing and continuing effort that renews the purpose and sets new goals.

Fellow trustees, we must continue to review and "hone" the governance/management team relationship to best serve our respective institutions so that our students and their training can best serve the public.

Reentry Programs and Lifelong Learning

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Community college education provides a mechanism for meeting the challenging needs of our youth, adults, and senior citizens.

Reentry and lifelong learning go hand-in-hand for one compliments the other. Occupational education most nearly describes the reentry and lifelong training process. Persons affected by change in our society, most dramatically by job change, will require retraining for new and changing technology.

The lifelong learning process is an obvious necessity in the world of today if we are to become and remain knowledgeable about that which is about us.

Our youth progress from secondary education to higher education. In some cases they come with minimal skills and some come with very well developed preparation for their new experience in higher education. However, in each case, the transition from a secondary to a postsecondary setting is one of a feeling of uncertainty and confusion.

To alleviate this hazardous environment, our postsecondary institutions must strive to accommodate individual needs without threat of personal defeat or peer pressure.

The reentry and transition from the everyday workworld to the classroom may occur throughout the lifetime of the individual. Age should not be a barrier nor should the length of time a person has been removed from the educational setting cause trauma and lack of personal confidence within the individual.

However, if indeed this cause and effect is to be prevented, post-secondary institutions must provide personal services which will eliminate barriers and provide programs which are responsive to lifelong learning educational needs. The "personal touch" becomes a very important factor in the life of the "older" student who has experienced many years of day-to-day societal environment coupled with, in most cases, the workworld.

Likewise, college trustees have as their responsibility, the task of assuring that policies are developed which will provide, at the institutional level and state level, for lifelong learning education. If trustees select carefully their administrative officers and if those administrative officers are in fact sensitive to individual needs, the respective institutions will provide for an environment conducive to the reentry and lifelong learning processes.

The most "fatal" mistake which can be made regarding the person desiring to reenter the educational setting is for the postsecondary institution to make the basic assumption that persons reentering the institution have the frame of mind which will give him or her the confidence for experiencing scholastic success and overcoming personal problems.

Lack of individualized programming for community college education shows a lack of concern for individuality. It assumes the student picks up wherever he or she left off and has a feeling of personal direction and self-confidence, as well as rememberance of knowledge attained at a previous point in time.

This cannot be assumed.

Life experiences have value and develop strength if placed in proper perspective, whether positive or negative at the time of occurrance, for they contribute to personal development. We must not ignore the impact on the lives of people who have not been exposed to the educational environment for a significant period of time but suddenly find themselves competing under peer pressure consisting of all ages and experiences. Each wonders how others perceive him and how he compares. Community colleges and other postsecondary institutions must constantly guard against traditionalism.

The evidence is available in mass quantity, which would verify that much too large a percentage of high school graduates entering higher education fail, for whatever reason, to complete their educational goal of completing a two or four-year degree. This same data is available regarding the student who enrolls in a community college or postsecondary institution after a gap of several years succeeding high school completion.

Herein lies the very concern which should signal educational institutions at the postsecondary level that something must be done, which apparently has not been tried or succeeded before, if retention is to improve.

Philosophically, community colleges and other postsecondary institutions must weave a common thread of "individual concern" throughout the institution beginning with the trustees or board of governance through the chief administrative officer, support staff and faculty, if indeed this concern is to reach the student.

Probably, it could be proven that postsecondary institutions which offer two year "community college type" education, but with emphasis on technical education, terminating with employment, experience less difficulty in the area of retention since most of their students are seeking a pre-determined occupational goal. Many of their students are in the twenty-five to thirty year age bracket, are already employed, and in actuality, are concerned with retraining.

Thus, the student who enrolls for retraining finds himself or herself in a reentry situation but many times this same person has reentered the educational environment for training and retraining several times during his or her time span in the work force. Therefore, this person will not feel the same pressure or lack of confidence such as that felt by the person who reenters after many years of absence from the educational setting.

Lifelong learning is an essential element of today's society, an element which must be encouraged and cultivated. This can best be accomplished through the efforts of strong, clear policies and commitments on the part of college trustees who care about this complicated phenomenon known as human intellect.

Programs designed to enhance the knowledge of individuals must provide for individual differences, thus taking the student from where he or she is to where he should be upon completion of the program. Unless this is a concern of top priority in any given postsecondary institution, that institution will have failed the individual; and the community, state, and nation will experience the ultimate loss. /

Reentry programs which provide for lifelong learning on a start-stop-start basis should be a major emphasis on the campus of any community college today. We are living in a world of change and we are in constant association with that change. Trustees must make it mandatory that college administrators be aware of those changes and provide the mechanism for programming for change.

In order for any postsecondary educational institution to meet the needs of a reentry program, that institution must be dedicated to flexibility and beware of traditionalism. When complacency sets in, an institution will cease to be innovative and concerned with societal changes and thus the individual.

It is far more traumatic to the individual to fail to meet the needs of that person who has demonstrated his or her interest in self-improvement than to have never established contact with that person in the first place. Failure often becomes the focal point in his life when in fact he may not have failed but rather the institution may have failed him.

The issue of lifelong learning basically involves four learner groups:

1. Youth in General
2. Unemployed Minority Youth
3. Adults
4. Older Adults

The logic of lifelong learning is obvious - there is no reason why all Americans should not be enriched by education throughout their lifetime.

Public Law 94-482 - passed October 12, 1976, Section 132 states:

> Titled: Scope of Lifelong Learning
> Lifelong learning includes, but is not limited to adult basic education, continuing education, independent study, agricultural education, business education, and labor education, occupational education and job training programs, individuals with special needs and activities designed to up-grade occupational and professional skills.

Under Section 106 of the Act - funding for fiscal year 1978 is $115,000,000 and 1979 is $120,000,000.

Functionally, we know that a person must secure new knowledge and new skills as technological changes sweep through an industry. And as a person moves from one responsibility to another within an organization, he must acquire new skills for the new position. This new knowledge requires education and training.

We have strong evidence that many people would greatly enjoy the opportunity to shift work environments at times during their lifetimes. Midcareer education is a method of meeting this interest.

The suggestion that degrees and certificates should not be viewed as the final product of an educational experience certainly should be supported by all educators and legislators.

The pragmatic realities of production, employee competence, and long term interests of the organization have firmly established education and training as a major and growing component of modern corporate life.

In summary, it is quite apparent that today's society has the need for programs which serve the opportunity for reentry and contribute to the lifelong learning processes.

Our citizens whether they be youth, adults, or the so called "older citizen," deserve the attention and dedication of the trustees of our community colleges and other postsecondary institutions and the assurance that barriers do not exist which prevent individual needs from being met.

Long and Short Range Planning

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By definition, a *plan* is a scheme of action or procedure, an arrangement to achieve a definite purpose to complete a given project. *Planning* is the process by which a plan is generated. The distinction between a *plan*, a completed document, and *planning*, an active process, is crucial to my discussion. I do not propose to dwell upon the contents of a good plan, since any library contains numerous volumes on that subject, but rather to explore in some detail the relationship and responsibility between members of the governance/management team in developing and implementing long and short range plans for a community college.

Simply, a plan, a master plan, if you will, is a guide · a road map · to the orderly journey of the community college through time and into the future. The master plan perforce must address two issues. It must identify the destination, and suggest the means to get there. In some instances, the destination may be more controversial than the means to attain it; while in other circumstances, the goal is readily apparent but discussion about the route to get there erupts in argument.

In any event, it is the right and duty of trustees to exert appropriate influence in the decision-making developmental stages of the production of a master plan. The master plan articulates the mission, goals and objectives of the community college. It is the single most important document in the school. Unless the trustee plays a major role in the development of the master plan, his influence on future events diminishes to that of a "nodder". A "nodder" is a second-class "yes" man. A "yes" man dutifully seconds every suggestion by the boss for all to hear. The "nodder" keeps his mouth shut, and smilingly nods his assent.

Before I proceed, it is well to dispose of the increasingly controversial issue of the respective responsibilities of the governance/management team. On one extreme, the function of the board of directors, or trustees, revolves around fund raising, building dedication, and diploma presentation, with meetings scheduled often enough to satisfy social obligations and legal requirements. At the other extreme, the board dictates the hiring of the janitor, determines who gets promoted or dismissed, selects the vendor from whom cleaning compound is purchased, and insists upon the divine right of trustees to suspend or ignore long standing school policy for personal reasons. In this enlightened day, we will assume that neither extreme exists...that trustees and management each knows and respects the territory of the other. Between the territory of each is a no-man's land which has a tendency to shift back and forth with changes in personnel on the board, and management. Generally, no-man's land moves back and forth accommodating personalities without bloodshed.

The purpose of this article is to establish the respective roles of governance and management in planning. Note the use of the word "planning" rather than "plan". A plan is a completed document specifying goals and identifying the means to achieve them. A plan should be the end result of a regularly scheduled, continuous effort of data gathering and evaluation. Later, we will expand upon the continuous nature of the planning process.

A plan, a completed document, presented to trustees without previous participation is an insult. At this stage, the issues have already been identified, solutions are presented in black and white. What real opportunity does a trustee have to significantly influence the plan? Admittedly, the plan may be in draft form at this stage, but confronted with a massive volume which has probably gone through several previous drafts, what trustee would have the temerity to suggest that the issues addressed ignore more crucial concerns? At best, the trustee is being asked to serve in an editorial capacity, not as a policy maker. The role of the trustee is now obvious, rubberstamp the plan, officially accept or adopt it, and on with implementation. For the trustee, implementation invariably involves contacts with the public and the legislature for assistance, financial or otherwise. Management should involve the trustee as the plan is being developed - not after it is completed. The trustee should insist that this be done.

How do trustees become involved in the development of a plan without crossing no-man's land and invading the territory of management? This is the prime question.

May we look at a hypothetical organizational structure for developing a community college master plan? This example is hypothetical only because no one admits to its reality. Dependent upon the size of the school, an individual or a department is designated "research and development", or "resource and long range planning". This department generates funding proposals, follows up on graduates, assists instructional department heads in projecting enrollment trends and job demand, quantifies accountability data, and generally acts as a statistical repository and research library for the school. Every decade or so someone gets the bright idea that the school needs a master plan, or an update of an existing plan. No one can openly oppose the bright idea, and a half-hearted effort begins. The research department resents the intrusion on its routine, especially since past experience indicates that once produced and accepted, the master plan is filed away for future reference. Future reference usually must await someone with another bright idea a decade later, or perhaps an impending accreditation visit.

This approach to planning can be flawed on several counts. A few of the more damaging are: (1) the sporadic, usually crash, nature of the effort to produce a document with no significant input from anyone, including trustees; (2) removal of the planning process from the mainstream of on-going school activity; (3) restricted pre-conceived purposes for the plan, such as the need for additional facilities, or more revenue; (4) emphasis upon creating a literary and artistic document rather than directing attention to issues and recommending solutions. The master plan is not an historical document glorifying a golden past to excuse a tarnished present and speculate upon a veiled future.

True planning is action oriented, and a continuous process fully and completely integrated with the regular activities of trustees and all departments of the school. At this point may I categorically state that trustees are not encroaching on no-man's land by insisting upon involvement in developing plans encompassing all functions of the operation of the school - not only physical facility development or fundraising. The plan is the end result of a composite of a continuous evaluation process routinely scheduled for each department of the school. Most every school requires department heads to prepare budget and personnel projections, to account for expenditures, to define prime and subsidiary functions, to communicate with other personnel, and to work toward stated objectives. With this wealth of existing individual departmental information, very little additional raw data is needed to generate a master plan.

Note that these are continuous on-going assignments for each department head. Why, then, should school-wide master planning be a sporadic effort? Most schools have all the basic ingredients to generate and revise a schoolwide master plan, but for some reason tend to stop short of actually producing such a document.

Let us then admit that the effective planning process is active and continuous in nature with involvement of governance and all levels of management. If a departmental function is worthy of a position on the school's organization chart, it merits input to the master plan.

The master plan addresses three basic elements - mission, goals, and objectives. May we accept these terms on face value without becoming embroiled in a battle of semantics? The master plan, then, is a statement of short-term objectives to reach long range goals to accomplish the mission of the school.

Mission...Goals...Objectives...How do they come into being? Are they autocratically imposed, or democratically evolved?

Governance and management can be equally guilty of dictatorship or stand accused of lack of leadership. There is so much good in the worst of us, and so much bad in the best of us that it is difficult to tell which of us ought to reform the rest of us. Management fears to involve governance lest governance become management. Governance fails to become involved lest this be interpreted as a lack of confidence in administration. A tragically humorous spectacle of two respected groups who exist to help one another and who should have the closest of working relationships, treating each other with the genteel respect and deference which betrays a sense of aloofness rather than belonging, it represents the difference between company-front and esprit de corps.

PART A: A plan for action and involvement.

Step 1. Adopt a mission statement.
Surely every community college has some excuse for being - perhaps a legal mandate from the State Legislature, or statements in articles of incorporation. The mission statement is the succinct embodiment of the avowed purposes of the institution - the reason why it exists. It is the sole motivation for all functions of the school. All actions must be consistent with it. Every word and the connotation in the mission statement is critically important. Management, to the best of its ability, prepares or resurrects the mission statement and distributes it widely, seeking reaction. Incorporating suggestions from students, faculty and staff, and perhaps from the community, a revised mission statement is prepared for review by the trustees. Every word in the mission statement is evaluated. Interaction between governance and management finally results in adoption of the community college official mission statement.

Step 2. Prepare Departmental Self-Studies.
With the adopted mission statement acting as a common guide, each department head is charged with generating his own self-study. The self-study is a concise document which may contain four sections.

Section 1: A short discussion of the purpose of the department, answering such questions as what functions are carried out; how do these contribute to the mission; what services are provided, and for whom.

Section 2: Identification of those aspects or outputs which are considered department strengths. Wherever possible, the rationale for citing the strengths should be presented. For example, level of performance exceeding an established norm, or a demonstrable improvement over past performance.

Section 3: Identification of those elements of performance which are below a satisfactory level. As in the last section devoted to strengths, the rationale for including an item as a weakness should be cited. For example, frequency of unmet deadlines, or excessive rates of error, turn-around time, or unit costs. Also included in this section is the perceived reason for each weakness...i.e., personnel, facilities, school policy or procedural restrictions.

Section 4: The final segment of the report is the planning section. Here efforts to increase the effectiveness and efficiency of the department or for adapting to projected change are discussed. Some questions which should be given consideration include: Are identical or similar services being provided in other departments? Are all existing departmental functions appropriate to the department, or should some be transferred out of the department? Are there trends or influences which will impact the department in the future? If so, identify them and recommend adjustments in the department to accommodate them.

Another focus for this section of the report is recommendations for eliminating or ameliorating department weaknesses and enhancing existing strengths.

The department self-study should not be an exhaustive document, but rather a practical examination of departmental conscience with emphasis on the realities of operation - not scholarly research or literary merit.

After discussion with his superior, the departmental self-study is accepted and placed in the division tickler file for review and revision three years hence.

Step 3. Establish Goals.
Goals are defined as relatively long range ideal outcomes of the functioning of the college. Management drafts a list of tentative goals and again seeks schoolwide reaction. A revised list of goals is submitted to the trustees for review, modification, and a check for consistency with the mission statement. Again, interaction between governance and management results in official adoption of a list of goals. Governance has completed its task. Management now has the responsibility of achieving the goals within the framework of the mission statement.

Step 4. Develop Objectives.
Objectives are defined as short-term specifically identified attainable outcomes of the functioning of a department. Each objective includes the name of the implementor and, wherever possible, quantifies the desired outcome. The official list of goals is directed through the administrative structure of the college to all department heads. Each department head is required to develop a series of objectives to be accomplished within the year for each applicable goal. Division heads review the departmental objectives and, with each department head, agree upon a list of departmental objectives. The agreed-upon list, in essence, becomes the individual department heads "management by objectives".

Note that the *mission* is a broad statement having indefinite stability, while *goals* are more specific and are reviewed by the governance-management team periodically. Goals must be re-evaluated every three years, although some may be achieved in a single year, or be reaffirmed in the same or modified versions for another three-year period. *Objectives*, by definition, must be reasonably attainable in one year. There is no real value in listing objectives which have little likelihood of reaching fruition within a year. Experience suggests that long range objectives defy evaluation and encourage lackadaisical effort and even downright procrastination.

Ideally, each department head will have completed all objectives on his list by year's end. The theory here is that more forward progress is obtained by a sustained series of sure-footed baby steps than by faltering attempts at a few giant steps. Progress through evolution rather than revolution.

To realize the full benefit of this approach, each department head is encouraged to state his objectives in a quantifiable manner: i.e., the purchasing operation will reduce purchase order turn-around time to three days, or the average student will complete his registration in less than two hours, or all student grades will be issued within two weeks of the end of a grade period, or the number of low enrollment classes will be reduced by 10%.

Note also the mandatory three year reevaluation of goals and the annual review feature for objectives. Without this requirement, the continuous nature of the planning process could not be met.

The net result of the four steps - mission statement, departmental self-study, goals and objectives - has simply been a formalization of existing practice in most community colleges.

To recapitulate, thus far we have established a realistic continuously evolving system of management by objectives and departmental self-studies with involvement of governance and management on all levels. The system provides for democratically derived objectives but contains a firm commitment to monitor individual progress to attain the objectives. Internal consistency is achieved with objectives resting upon goals which, in turn, reflect the mission statement; but we still don't have a master plan.

PART B. A plan for a master plan

The management by objectives and departmental self-study phase of master planning, while demanding participation of all appropriate parties and forcing internal consistency, results in a series of independently produced departmental "mini-plans".

The second part of the development of a master plan mandates a mechanism for interdepartmental and inter-divisional communication. The mini-plans must be fused into one master plan, but a master plan is not the sum of the individual mini-plans, rather, being a distillation and evaluation of ideas and issues brought into sharp focus by the departmental self-study and "objective" statements from each department. Decision making at the top administrative levels in a community college is generally hindered by insufficient inter-divisional communication during the plan formulating step. Too often a proposal for change reaches the final approval stage - the desk of the chief administrative officer - without adequate communication between divisional administrators. When this occurs, a negative suspicious reaction by other divisional administrators is a foregone conclusion. The possibility of finding mutually acceptable alternatives or reaching a compromise is greatly lessened in such an atmosphere. We desperately need continuing communication between departments and divisions within the school. It is a sad fact that college presidents talk to college presidents, deans talk to other deans, the plant engineer goes to conferences to meet other engineers, the purchasing agent joins with his fellow purchasing agents... but the college president seldom talks to the plant engineer, who almost never talks to the dean, who avoids the purchasing agent, and vice versa, and etc. Teamwork apparently is confined to the football field or the basketball court.

Step 1. Formation of Continuous Evaluation/Planning Advisory Committees

One possibility to attain the vital interdepartmental communication is via Continuous Evaluation/Planning Advisory Committees. It is with a great deal of reluctance and some trepidation that one recommends the formulation of committees. Committees have a bad reputation as devices to share the blame and waste time. We all know that the committee assigned the task of designing the horse actually produced the camel. But, in the interest of bringing people with diverse interests together to talk with one another, we will accept this evil.

The committee reviews the goals and objectives and departmental self-studies, as well as any proposals for change initiated anywhere within or outside of the school. Membership on the committee is crucial to success. Obviously, there should be representation from all major divisions of the college organization chart. To satisfy this requirement in a college of any size would result in a large, unwieldy group so we create a number of smaller committees - perhaps three - each having an assigned specialty. Before describing the functions of the three committees, it is most important to note that one member of each committee...the secretary...is from the Research Department. This is an ex officio position to give continuity to the deliberations and recommendations of the committee; and, of equal importance, to provide a direct link to the Research Department which has the ultimate responsibility of drafting the master plan.

1. The Organization and Function Committee reviews and makes recommendations concerning goals, objectives, and departmental self studies; initiates recommendations for establishment of a new service or function, or the elimination of an existing one; alters the organizational structure and transfer of responsibility or service from one division to another.

2. The Student and Fiscal Accountability Committee reviews and makes recommendations concerning goals and objectives and departmental self studies; initiates recommendations for procedures for student enrollment projections, integration of student enrollment data with budget projects, mechanisms for feed-back of student and budget information to appropriate department heads for future decision making; prepares the college budget; reviews procedure for establishing budget priorities, preparing format, analysis, etc.

3. Physical Facilities Committee reviews and makes recommendations concerning goals, objectives and departmental self studies; initiates recommendations for construction, remodeling and maintenance, procedures for space management and space utilization.

The purpose of the Continuous Evaluation/Planning Advisory Committee is to discover, identify and analyze the effect that a goal, objective or self study plan of one department has on other departments and the school as a whole. Because the committees have broad representation from departments within the school, each member develops an appreciation for the work and problems encountered by the others. Conflicts tend to be resolved at the department head level instead of festering until they reach the president's desk.

The primary mission of the committee is to communicate a proposed change to all departments and provide the opportunity for reaction. Once this has been accomplished, recommendations are made to the president. The recommendations for the solution of complex problems are seldom simple and recommended solutions are generally in the form of a series of alternatives which may be given a priority order by the committee.

Step 2. Drafting the Master Plan.

With input from a host of sources, the trustees and the president have adopted a mission statement and established long range goals. With a mission and goals in mind, departments have determined immediate objectives and produced self-studies containing departmental plans. All of these have been reviewed by the Continuous Evaluation/Planning Advisory Committee with subsequent recommendations to the president. The president evaluates the committee recommendations and discusses them with his chief administrators. Decisions are ultimately made by the president. Armed with this written documentation and having participated in the discussions of the Evaluation/Planning Committees as ex-officio members, Research and Development personnel find themselves in ideal positions to draft the skeleton of the master plan. The draft focuses upon issues pro and con. Statistics are included only as they relate directly to the issues.

Step 3. Review and Re-Drafting the Master Plan

The skeleton draft of the master plan eventually goes to the president, and through him, to the trustees for review and recommendation. The modified draft may then be exchanged between the trustees, president and his administrators several times before the final document evolves. As the drafts move back and forth, meat is added to the skeleton by the Research and Development Department in the form of the usual biographic and demographic data, charts, drafts, and tables. The rest is anti-climatic. Preparation of the final copy includes photographs and a cover which is the pride and joy of the art department. If the final document comes as a surprise to anyone, someone has failed to carry out his assignment.

This brief outline for master planning contains major elements of a developmental program introduced at the Milwaukee Area Technical College. The program places emphasis on the process rather than the product. With the proper mix of ingredients and control, the product is bound to be salable. Some liberties and literary license were exercised to reinforce several procedures.

Summary Statement

No enterprise can exist without some knowledge of where it is, where it is going, and how to get there. The master plan contains this information. No college can be effective without one. A plan in and of itself has little value unless it is recognized by governance and all levels of management as a living document realistically committing the school to arrive at a specified destination in the given time. Involvement in the developmental stage of a plan, the planning aspect, is essential if the completed document is to evoke the positive response needed for successful implementation. A master plan is built around the mission statement and goals of the school, and it is here that the influence of governance is brought to bear. To remain a living document, a master plan must evolve in response to a changing environment or perish. A master plan, therefore, necessitates a continuity of regularly scheduled effort. Trustees invariably occupy key positions in the preparation and adoption of the annual school budget, but a budget document is incomplete without a master plan. How can a trustee in good conscience authorize the expenditure of funds without a clear understanding of the rationale behind the recommendation? The trustee need not be apologetic about demanding involvement in planning, nor should management be reticent in insisting that involvement be confined to governance and not administration. These are not incompatible goals. Informed participating governance brings a strength and unity to management that cannot be obtained in any other way.

Trusteeship - Challenge, Accountability, Effectiveness

Malcolm Pennypacker, Board Chairman
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Many of us became involved in trusteeship long before having any connection with community colleges. Bank trusteeship, church trusteeship and college trusteeship all have some things in common - responsibility and accountability for the property of others. But college trusteeship is something more. The banker charged with handling trust funds is restricted in discharge of his fiduciary responsibility by the powers given in a trust instrument. A church trustee is responsible for proper expenditure of church funds and for maintenance of property. In these instances, the trustee takes no part in formulating the parameters under which he functions as a trustee. Community college trustees, on the other hand, do establish policies for operation of their institution and hold accountable those charged with administering the policies. I would like to share with you some thoughts on a few aspects of a very challenging avocational position - a community college trustee.

Public interest in education seems to rise and fall in direct proportion to the effect that education has on the public. All too frequently, education becomes simply a matter of dollars and cents. Every trustee needs to evaluate his effectiveness as a public servant. This self evaluation may result in a false rating. All aspects of his position may not have been examined. He may be working in a vacuum due to inadequate dialog with the public he represents. Without some play-back, how can he be sure? A few areas that every trustee should include in his sphere of activity and responsibility would be a duty to be knowlegeable, to know the needs of the community, to maintain liaison with the community, public officials and legislators, to realize the importance of public relations, to work toward maintaining local control - among others.

We all know that boards of trustees are varied as to size and type - (ranging from 5 to 15 or more). Personally, I favor a smaller rather than a larger board, feeling that more can be accomplished effectively in less time even though a heavier burden may fall on the individual trustee. As to types of persons comprising the board - I venture to say that they are as varied as there are numbers of them. This variety probably is more unique to community college boards than it is to other types and certainly is one of their strengths. By that I mean no one person can be expected to have expertise in every area but a variety of competencies should lend strength to the group judgements that must be made and minimize any inclination to put reliance on outside opinions. To increase our competency in making judgements, we must work diligently at learning all we can about the college - what makes it tick, what it is trying to do, what are its objectives and needs and what are the needs of the community it serves.

Surely what is done in a community college should be reflective of the community needs - for courses, for culture, for community services. That is what a comprehensive community college or technical institute is all about. Surveys can be made by staff - faculty and students can make suggestions, but this does not relieve the trustees (perhaps with help from an advisory committee) from trying to keep attuned and to sense the positive and negative reactions of the community. Frequently, the negatives, while possibly less apparent, may be the more important, and knowledge of their existence puts the board on notice that some corrective action somewhere by someone is in order. To be unresponsive - to ignore known needs or criticism without consideration and proper justification - would, in my estimation, be a dereliction of trustee responsibility in serving the community.

Community liaison certainly should include local officials and legislators. At Burlington County College, we have an annual affair that we choose to call a legislative dinner and we use the occasion to update those attending on the current status of the college and what, with their support and help, we hope to do in the months ahead. Fiscal matters as well as programs are discussed. In New Jersey, it would be foolhardy to keep county officials in the dark. We exist by virtue of their action in establishing the college under State statute and they appoint the trustees. Even more importantly, they presently provide through their budget process and taxing authority approximately 40% of college funding. The legislators also have a handle on funding and on legislation directly affecting community college operation. Aside from all that, it just makes plain sense to keep them informed. It's their college, too.

This boils down to the fact that good PR is a definite requisite - there is just no substitute for a public relations effort that reaches out into the community through the media or by personal contact. This responsibility should not be left entirely to the president. The board has a responsibility to see that there is good PR, done in a serious and creditable manner. An informed public is one means of securing support for maintenance of local control. Many of us are being confronted, at both state and local levels, with efforts to impose greater control over our colleges. To my mind, this would destroy the concept of community colleges in its best sense and such efforts should not be allowed to succeed.

Now let's talk a bit about - or include in our trustee thinking - the chief administrative officer - the president. On any board, there is the possibility, if not a definite tendency, for one or more members to deal directly with the president on matters of special concern. This personal diplomacy may well be due to some outside pressure. In my opinion, whether internally or externally motivated, trustees should not act unilaterally. Part of a board chairman's responsibility would be to counsel his board to listen to outside criticism, comments, requests, whatever, but to make no commitments. It should be made emphatically clear that the board chairman is the board spokesman and the president is the college spokesman, except in special instances when the board feels it should be its own spokesman. A unified board voice would be desirable in matters relating to legislation or in protecting the president from embarrassment in a certain situation. External pressures from the press, local politicians, citizens of every description, even faculty and students - are often brought to bear on a single trustee in order to secure information, help or a commitment on a specific issue. Off-the-cuff statements by individual trustees - depending on the subject matter - could well be disastrous and rise to haunt, not only the loose tongued trustee, but the entire board and college administration. Trustees must be aware of the inherent dangers in what may seem to be harmless comments, particularly when the subject is a sensitive one. Every board is confronted with matters of a sensitive nature from time to time, and it takes little imagination to see the confusion, misunderstanding, misquoting or quoting out of context, that might well result from five or seven or nine spokesmen for the board.

A different but similar problem would be created if the college president were held accountable to individual trustees. The president is responsible to the full board and should not be expected to jump at every request or demand of a single trustee. The exception to this would be the board chairman, who presumably is the board's most direct liaison with the president. At other than meeting times the board chairman should be the person through whom matters are channeled - just as matters pertaining to operations, personnel, etc. should be channeled through the president for action. Harrassment of the president by individual trustees can take various forms and should not be tolerated. We all elect our chairman - so let him be the heavy with the big stick whenever it is necessary (that's one of the fringe benefits of being chairman!). To those of you who are board chairmen (and all trustees are potential chairmen) I feel it is incumbent on you to be available for counselling with your president as matters of concern in the college arise. By the same token, a good president should lean over backwards to keep his chairman informed. Many times this would avoid embarrassment when questions are asked and the chairman is chagrined to find he has no knowledge of the problem. The chairman particularly, but trustees generally, should insist on being kept informed on all substantive matters, not with the idea of getting involved - unless it is appropriate - but in order to be aware of problems, potential problems, the general state of the college. Many presidents certainly want a two-way informed relationship. I am also sure there are other presidents who would prefer running the show - so to speak - by themselves. Such a situation can evolve easily in instances of constant turnover of board membership and changing chairmen. This can well be a breeding ground for trouble.

Board meetings are times when trustees can demonstrate their effectiveness and sense of responsibility. Here is an opportunity for trustees to project the image of one who takes his responsibility seriously. If we conduct casual, indifferent type meetings, if we accept recommendations always at face value without questions, or argue among ourselves or with persons attending the meeting - if we do any of those or similar things, I suggest that your trustee image becomes tarnished, whether you realize it or not. As a general rule, proper conduct of a meeting is largely dependent on the chairman who should lead by guiding, control fairly and firmly, arbitrate as necessary, refrain from active participation, and at all times be in charge. No trustee should be guilty of contributing to a disruptive meeting or of giving an impression of incompetency. No matter how small the public attendance - citizens, reporters, staff, faculty, students - the impression they receive is the same.

The so-called Sunshine Law has put a different complexion on board meetings. Prior to its recent advent in New Jersey, the pre-meeting executive session usually afforded all the opportunity needed for everyone to let their hair down and to resolve as much as possible the most controversial issues, in an effort to present as united a front as possible in the public meeting. The chairman can speak freely and lend his influence to the discussion in those meetings. Of course, these are exactly the kind of meetings that aroused objections and brought about the law mandating open meetings. Personally, I favor open meetings but also believe there should be opportunities for trustees to discuss some matters in depth - other than the personnel, real estate, etc. areas permitted under the new law. There are ways this might be done but all are suspect. As a result, there is the prospect of one or more trustees using the public meeting as a forum that might well cause a disruptive meeting. This tests the mettle of the chairman, who should allow full pro and con discussion, as long as it is pertinent, before bringing the matter to a conclusion by vote or consensus. If pressure is brought either by a trustee or a person in the audience to secure immediate action on a matter of major importance, which has not yet been fully considered, other trustees should resist those efforts. Too often, precipitate action does not represent the best judgment of the trustees and the interests of all would be better served by a fuller discussion.

I hope no one here is a member of a "rubber stamp board" - a board that does the president's bidding without question or one that follows the line of least resistance by doing whatever the chairman thinks best. These are not identical situations. In one, the president gets just about whatever he wants - in effect, he runs the show. In the other, the chairman is the dominating force and tends to become almost a one-person board. In my opinion, neither situation is healthy for the college. The president is an employee of the board and certainly should not dominate it. And, in electing their chairman, trustees do not throw a cloak of infallibility over him - if they are responsible, they do not delegate complete and autonomous authority in decision making. The Board President relationship should be an "advice and consent" operation. If this is not the case, we are derelict as trustees. We can be held accountable for what we don't do as well as for what we do.

I imagine that some of you have heard or read about the Endress vs. Brookdale case in a neighboring college in New Jersey. Briefly the case involved an Associate Professor of Journalism (a woman) and an editorial she had written for the student newspaper. The editorial appeared in the paper at almost the same time her new contract was received from the president, with a commendatory note attached. In the editorial the board chairman was accused of an alleged conflict of interest in connection with an alleged deal to give a contract for A-V equipment to his nephew, a legitimate businessman in the county bidding for the contract. This was in April. In June, on the president's recommendation, the board voted to dismiss her and to rescind the recently issued contract, which would have given her tenure. All of this occurred while she was on vacation, not available for discussion, and only a few days before the end of her contract year and the start of the new contract year. She did not have a hearing before the board.

Over-reaction, seemed to take over - first by the president, then by the board and finally by the trial judge, who gave a decision in her favor. He ordered her re-instatement with full back pay (some $14,000), all fringe benefits including pension and retirement, as well as both compensatory and punitive damages. It was the punitive damages that made the case of extreme interest to trustees. In addition to $10,000 compensatory damages payable collectively, $10,000 of punitive damages was levied individually against each trustee and the president, plus counsel fees and expenses. An appeal was made, supported by many college and trustee organizations, and the Appeals Court over-ruled the Lower Court - the trustees were not held liable for punitive damages and the compensatory amount was reduced to $2,500. This is a landmark case and one of the greatest import to trustees everywhere. If trustees can be held liable for punitive damages (which insurance companies say are not covered in their policies), there could be far reaching effects.

Why do I mention this? Because it lends emphasis to my statement that trustees are accountable and may even be liable for action not taken as well as action taken. Certainly, in this case, it seems to me that the trustees of Brookdale were remiss in the performance of their duties in not giving fuller investigative consideration to the facts on both sides of the issue, instead of making a judgment based solely on the president's recommendation. This is not a typical "rubber stamp" action but does point up the fact that, as trustees, we have a real obligation to make judgments only after securing and considering all available information.

So far, I've said little if anything about two most important areas, policy development and fiscal accountability. Strangely enough, there are trustees (especially new trustees, although they are not the only guilty ones) who find difficulty in grasping the distinction between policy making and administration. There sometimes is an inclination for a new trustee to believe he has a mandate to run the college.

Unfortunately, some trustees never learn otherwise. There probably is no one thing more likely to disrupt an otherwise good management team relationship than trustees who not only make policy but also try to tell the president how to implement it. At the top of the list of trustee duties is the selection of a president. Once the best possible choice has been made, trustees should confine their efforts to policy making and other matters in their purview and hold the president responsible for administering the entire college program in conformity with board policies and established institutional objectives. Without sound, well thought out policies, we could find ourselves in all kinds of trouble. The decision making process is greatly aided by having a policy for both trustee and president to hang their hats on, as a back up.

I'd like to say a quick word in this connection about the president. He can certainly help in the formulation of policy, but should not expect his suggestions to be accepted without question. By the same token, the president deserves trustee support in the administering of the policies and should be protected when he is the subject of harrassment by politicians or anyone else throwing weight around in a search for special favors which he cannot grant. There is nothing in the president's-contract that says he must do the bidding of outside so-called influential people. His responsibility is to the board of trustees. This is not to say that the president could not be the logical and persuasive person to contact local politicians, legislators or others on specific matters, by board direction. However, studies show that elected officials tend to be much more sensitive and responsive to opinions and actions of lay trustees than they are to those of college administrators.

Fiscal accountability! As trustees, boards hold title to the property of their institutions. Money is a principal ingredient in the conduct of any operation and colleges are no exception. The methods of securing funds for operation of the colleges are varied but I venture to say that the budget is the vehicle used by all of us in controlling the use of funds made available to us. While boards do not generally participate fully in the formulation of the budget they should require its submission for board inspection before giving final approval. The board can and should insure that the budgetary operation has been conducted in a sound fashion, that it reflects priorities and the objectives of the college, and that economy is being practiced with a degree of balance and good sense. Second guessing the president and his staff on specific items is not necessary but, by using the weight of collective opinion and judgement, trustees can exercise great influence on the budget bottom line. In the final analysis, it is the board's budget.

All public elected officials are increasingly budget and tax conscious and, in New Jersey, boards must secure approval of the budget from the Freeholders. We avoid like the plague getting involved with them in discussion of line items but there need be no such reluctance in discussions with college administrators. Blanket approval by the board without a full review is an abdication of fiscal responsibility. The president should already have put budget requests through the wringer but even he may be suspect if he is accustomed to his trustees making only perfunctory motions toward questioning anything he presents. He and his administrators are expected to realize that money does not grow on trees but comes from taxpayer's pockets and no matter how much something might contribute to the overall educational program, the budget they present should be the result of realistic, pragmatic deliberation. Trustees should take the same approach.

As trustees, we carry a heavy responsibility. We represent our respective communities and are charged with policy making and fiscal accountability for the operation of our colleges. We are required to serve the community by providing educational opportunities for a broad segment of the population. We are effective when we sense and respond to both criticism from and needs of the community - when we maintain a proper liaison with officials and legislators and take stands on legislation affecting two year community colleges and technical institutes - and when we establish and maintain a good working relationship with our president without interfering with his administrative function. As I have had occasion through ACCT to meet trustees from all parts of the country, I never cease to marvel at how similar our problems are. Nor do I see any great difference in our basic responsibilities. The differences lie more in the solutions and that is where we learn from each other. Our real effectiveness as trustees is to be *found in the results* of our efforts within our own colleges and communities.

Let me pose a question or two and, if the answer you give yourself is in the negative or "I'm not sure" category, perhaps you should make a personal re-assessment. Do you find being a trustee challenging? Are you fully aware of your accountability? Do you see yourself as being an effective trustee? Challenge, accountability and effectiveness can mean different things to different people under different circumstances. Consider them in the light of trusteeship as you view yourself in that role.

These represent some of my thoughts in these areas, based on quite a few years experience. I hope they can be useful to you.

Identifying Urban Community College Needs: The Role of Trustees

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Community colleges are distinctively American institutions founded in distinctively American socio-political traditions. Indeed, in many respects, the community college "movement" parallels developments and changes in our national political thought and culture.

We as a nation have always recognized the value of higher education, but it was not until the last quarter century or so that we conceived of the notion of higher education for everyone. In earlier years, higher education was a luxury afforded a very carefully selected, usually personally endowed few, and institutions of higher education primarily were responsible for educating the sons and daughters of the already elite, or the already able to aspire. These were simple times for educators, comparatively speaking, that predated the advent of the concept of equal educational opportunity.

Perhaps the idea was born of our nearly blind faith that higher education could cure every social ill--and certainly there has never been a dearth of those--as much as it was conceived in our national democratic and egalitarian ethic. But whatever the animation, universal access to higher education is an accepted political aspiration and an educational reality that presents us with opportunities and problems. And nowhere are the opportunities greater than in our community colleges or the problems more myriad than in our urban areas.

To be sure, we have made great forward strides in opening the gates of opportunity. In ever increasing numbers women, minorities, the young, the old, and the poor are able to pursue the goal of higher learning. We must take care, however, that in our enthusiasm we do not make the opening of the gates an end in itself. We must continue to look to the nature of the educational experience that lies beyond those open gates and to the other opportunities to which it leads. And in my judgment, ensuring the quality, the appropriateness, the honesty, and indeed the dignity of those experiences is the primary responsibility of trustees, especially the trustees of an urban community college.

That is not an easy task. In many ways, the urban community college is expected to be all things to all people. We look to it to combat the problems of the cities through community service activities, to alleviate the unemployment problem through certificate and occupational/technical programs, to foster equal educational opportunities while coping with the deficiencies of the public schools, and to enhance equal employment opportunities while the lack of openings for women and minorities still is very real.

We ask the urban community college to accommodate large numbers of students from diverse backgrounds who have diverse needs. We expect it to provide viable educational experiences to a primarily adult population that, for whatever reasons, is usually unable to find access elsewhere, and to serve the traditionally "disenfranchised" and the less well-prepared. The urban community college is, in a sense, a court of last resort for these people who come not necessarily for the liberalizing benefits of higher learning, but for the means to earn their living and the skills to live their lives in a complicated, and unnecessarily harsh, environment.

Interestingly enough -- and sadly, too -- the community colleges as institutions are not the best possible educational settings for such students. Recent studies, most notably one conducted by Alexander Astin for the Cooperative Institutional Research Program, show that "our hierarchial public systems match the weakest students with the most limited educational opportunities." The study assessed the effects of college experiences by analyzing students' cognitive development, attitudes, behavior, and career progress. And most importantly, it confirms the suspicions that many educators have had all along: that the community college with its lack of residential facilities discourages participation in campus activity and, consequently, persistence to a baccalaureate degree and fulfillment of career aspirations; that increased emphasis on loans as opposed to work study experiences for financial aid act to deter rather than encourage students to remain in college; and that the expansion of the public system primarily in institutions with permissive admissions policies has been carried out at the expense of the less prestigious private colleges that foster greater personal growth and the chances for success in a career or profession.

For years we have said that higher education is responsible, in the broadest sense to society, and, in the most specific sense, to the individual. And although the conditions I just described, if indeed they are real, might be the result of decisions of policy having been made solely on the basis of economic concerns rather than educational or social ones as well, higher education has, however, attempted to respond to changing individual and societal expectations and demands. And if the response has not been altogether successful, it has been responsible and certainly well-intentioned.

That of course, does not make it any easier for you as trustees to oversee the management of your institutions and to ensure that they fulfill to the greatest possible extent the missions for which they were created. There are, however, certain things that I believe trustees ought to do, and indeed can do.

First, there is the clear demand that trustees work closely with the chief administrative officer and that he provide them with the kind and quantity of information they need to make intelligent decisions. I certainly do not mean to suggest that trustees become involved in the day-to-day operations of institutions. And the best way, of course, to avoid confusion and difficulty in this area and to maintain the necessary boundary between governance and administration is the clear delineation and definition of tasks. But it is their essential responsibility to provide leadership in the development of goals and objectives for their institutions and to see to it that proper accountability procedures are in place so that performance can be measured and the extent to which goals are being achieved can be determined in a real, rather than in an abstract way.

Unfortunately, the ambition of goal setting is severely constrained by the limitation of both financial and human resources. We all know that there is never quite enough money or time to enable us to do all we want, or perhaps even all we should. And it is here that trustees must practice the difficult art of realistic restraint in choosing among competing alternatives, all of which may have merit and validity and in the abstract might appear to be equal. They must look closely and carefully at what their institutions have in the way of resources and make intelligent judgments about the best ways in which to use them.

It would seem to me that community college trustees should be certain, for example, that their institutions are sensitive to the need to avoid long term fixed costs where appro-

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priate so that they remain financially flexible and able to respond quickly to change.

Implicit in all this is the important requirement that trustees be able to understand management techniques and to exercise responsible oversight of college operations. But it is just as important that trustees, especially trustees of urban community colleges, be able to ascertain the needs of the college constituency and to be sensitive to the urban experience which is characterized by extra-ordinary complexity and rapid change.

Assuming, at a very high level of generality, that the major mission of community colleges encompasses service to students and the community, there are some very definite statements we can make about what they ought to be doing and what they ought to have.

Perhaps the majority of students attend community colleges for their occupational/technical offerings either to acquire or upgrade existing skills. Clearly then, the college must make full use of community resources and here trustees can be very helpful by bringing to the situation a wide variety of experience. Indeed, in fulfilling their responsibility they might need to be pioneers, of sorts, in the pursuit of equal employment opportunity. As recognized leaders in their community, they can be very effective in this area of pressing social concern. The college itself, in addition to offering quality programs, must provide good support services such as employment counseling and placement services and must maintain close liaison and cooperation with business, industry, government, and such agencies as local CETA prime sponsors.

It would also be important that the urban community college have a good research, development and marketing unit to study manpower needs and monitor the movement of business and industry in and out of the environment so that programs can be added - or dropped - and graduates will have opportunities for real jobs.

An additional important concern is the provision of career ladder opportunities and the need to work with program completers and employers to maximize the opportunity for vertical mobility in the employment setting.

All too often, it seems to me, we tend to place insufficient emphasis on another of the major purposes of the community college: that of providing a means of access to further education. In New Jersey, at least, there is considerably more opportunity for transfer to four year institutions than students accept. The reasons for the lower than expected transfer rates have yet to be adequately investigated to provide the type of data upon which sound conclusions can be drawn.

Interestingly, studies, again of New Jersey students, show that those students who do transfer to senior institutions generally do as well as students who originally enrolled at four year colleges. Obviously, for these students, community colleges do offer programs of high academic quality that will ensure success in later educational endeavors.

We know all too well that, for the great majority of people, the urban scene is characterized by poor housing, poverty, inadequate health services, illiteracy, crime, delinquency, unemployment and extraordinary stress. Although the needs here are great, complex and dynamic - the causes of poverty are also effects - community colleges have experienced the type of success which justifies continued support of the services which they provide.

As a final point, you probably have heard it said that the faculty is a fair measure of an institution. This certainly is true, but for the community colleges they are resources as well who, by virtue of their varied experience, training and skills, can function effectively in providing service to the community in a wide variety of ways. Their contribution to the successful adjustment and performance of the students they serve must be reinforced whenever possible - collective bargaining notwithstanding - and the reward structure of an institution must be responsive to quality in teaching, counseling, and community service.

Because community college faculty in the urban setting face the most difficult circumstances of professionals in any setting, trustees must insure that appropriate programs are in place to maximize continued faculty excellence, development, and involvement in the entire college experience. Moreover, because the ambiance of an institution is greatly influenced by its nonteaching professional staff, similar attention should be devoted to their continued development and job satisfaction.

Community Relations Through The Media-Inside the College and Out

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One of the tongue-in-cheek comments made often by my institution's officials is, "You PR people always want to tell everything you know!"

And that's right...basically. Because we know all too well that if something's a secret, newspapers will print it...and before you have a chance to get the story straight.

That, I think, is one of the roles of your community relations advisor: to help you consider the worth of supplying information to the mass media...and to your own audiences within the college.

In the final analysis, however, it is the college trustee, who must recognize the pros and cons of "telling all."

Sometimes you will have to make decisions which will be unpopular...and cause the school to receive a negative image: If you must close down a program for senior citizens...or support a convention for gay rights advocates. There is no way to avoid a negative press on occasion...because you can't be all things to all people.

BUT...if you have been honest and open in the way decisions are made, and you have a reputation for dealing fairly with both the outside media and your own internal media, you can come out of the negative situation with respect...and that is effective use of media toward good community relations.

The ability to gain respect for your decisions and respect for the mission of your colleges comes, as you well know, from some basic, hard work. And from some basic policy setting which only you, as the college's trustees can do.

First must come your own personal and professional attitude. A public relations professional can give you hints and tips and tricks all day. But if you don't believe that *you* have the responsibility for establishing credibility within your community, none of those techniques are even worth attempting. If your college produces an internal publication for the faculty and staff, for instance, and you continue to say: "We don't want to talk about faculty salaries or faculty workload because they are controversial;" you might as well spend your publication dollars on buying new magazines for the library.

There are two facets in the use of media to further community relations: the mass media and your own internal media.

First, the mass media...your local newspaper, radio and television stations.

If your college does not have a policy on press relations, it is up to you and your public relations specialist to set one. It doesn't have to be a written one. At Michigan, we don't have a written policy...and that is because we have a president and board who understand what needs to be done in this area. But for many reasons - you may understand it but your lieutenants don't - you might want to sit down and draw one up.

Such a policy should include support for your public relations director.. stating that he or she has the "full cooperation of the administration, policies and procedures which will gain the respect and confidence of the press." Use the words, "candid and cooperative."

There are some rather serious considerations for developing a policy in dealing with the press (and I include your internal college press here too). Most of them you have heard time and time again, but I'd like to run through them just once more:

1. Old-fashioned honesty is still the best policy in dealing with the press.
2. When people don't cooperate with the press, or attempt to suppress news, rumors have a tendency to gain prominence over facts. Suppressed news tends to have more lasting and more prominent play in the press.
3. Unless your public relations person can be trusted by the news media, his or her value to the college is downright minimal.
4. Remember: the consumer...the public... has a *right to know* what's going on in your institution.

It is this last point...on the institution's responsibility to the public, that I think the community college understands more than do others in higher education. The community college by definition is responsive to the community and the consumer. You *do* understand that responsibility. There are the horror stories, of course. Like the president who didn't feel he had any obligations to go to meetings after 5 o'clock... and the president who refused to get to know the local press representatives and was badly burned at millage renewal time - or non renewal, I should say. But overall, it seems to me that if an administrator or trustee accepts the concept of the community college, he or she has to accept the very principles on being effective in community relations.

Dealing With The Press

There are some personal tips on dealing with the press on an individual basis:

- Don't assume you will see the reporter's story before it is published or broadcast. The reporter is under no obligation to show you copy.
- Remember, when an interview is for broadcast, that people in radio and television news usually can report only the barest essentials of a story. They are looking for succinct answers to one or two questions...avoid rambling and time-consuming details.
- Do your homework. Know where the reporter is coming from - is the reporter the education writer, the business writer or what? What kind of previous stories has he or she published? Know the writer's name...and how to pronounce it.
- Listen to a reporter's questions. If you have something burning to say, you might misinterpret the reporter's questions simply to fit your issue...not the reporter's issue. As a result, you might be quoted as "evasive."
- Try to say something quotable. Remember that the reporter has to get to the point of a story promptly and write the entire article in a few hundred words. And for that matter, try to give the reporter some news, too! That's the business the reporter is in. Look for the fresh insight into the topic...not old news.
- Make absolutely sure that when you go "off the record" you make it clear *beforehand*. And make it clear when you are back on the record.
- Be available for corroboration or follow-up after the interview is ended, while the reporter is writing up the story. The reporter might find a piece of information from another source which doesn't fit your views, and you should want to be available to discuss that with him.
- Be sure you follow through as you've promised. It's all right to say, "I don't know but I will find out"...just as long as you get back with the reporter when you do.
- Observe your own viewing, listening and

reading habits. Too many professionals general administrators as well as public relations professionals - simply do not make the connection between what *they* like to read in the paper and what, from their own business viewpoint, they want others to read. If you want to test this out, just think for a minute in reading coverage of elementary and secondary school board meetings. Don't you want to know if the schools are in danger of losing accreditation unless they sharpen up language programs? Why shouldn't readers want to know the same about your college?

'Inside' the College -

Consider the ramifications of this: The neighbor of one of your faculty members, over the back fence, says, "Say, I hear that enrollments at the college are really going down and that some of you might be laid off next fall." The faculty member responds, "Gee, I didn't know that...they don't tell us anything out here."

The neighbor had heard a college trustee speak to a club to which he belongs. The trustee, in trying to build good community relations, decides to let the public in on a pending problem. But he forgot to let the family in on the problem. And besides, he didn't say there were going to be layoffs - it will be handled with attrition. So you have a classic situation of a bad internal program - the faculty member, had he been informed, could have set the neighbor straight on a misconception. Instead, you have one scared teacher...and a pretty poor image of the institution's policies on operation.

The area of internal communication is considered by many to be the real communications frontier in higher education in this decade.

In a survey conducted in the Northwest U.S., college presidents were asked to set priorities for communicating with various types of publics. Faculty, students and the board of trustees ranked first, second, and third - well ahead of the local community which came fourth.

Despite this, internal communication programs come up on the *budget end* ranking fourth...and not in any of those top three spots.

And this is happening when it is in management's own best interests to provide a good internal relations program.

Let's say - and hope - that you do want to set about establishing or revamping an internal publications program. To be truly effective, you, as the president or trustee, must be sure that you have created a climate of trust for the publication. This only you can do... with your support, the rest of the staff will be able to do an adequate job.

Let me use a case history from The University of Michigan.

Prior to 1970, the primary internal publication for our campus was the *University Record* - in an 8½ x 11 format, rather dull; delivery on Thursdays - if the mail was on time, and dealing only occasionally with controversial topics.

In the late sixties came turmoil to campus. There was a desire on the part of faculty, students and staff for greater information ...and at the same time, because of the issues involved, a decline of respect for the daily student newspaper.

Our administration - and the Board of Regents as well - decided that the time had come to establish a program which would give greater visibility to vital University information.

So we began, in a tabloid format, with wider distribution to include students; through newspaper racks; with a weekend turnaround time (deadline of Friday night with the paper being out by 8 a.m. on Monday).

The Friday night deadline was arrived at in particular so that we could report on the Board of Regents's monthly meetings and have the news fresh for the next regular work day. We added an opinion column. And an all-encompassing Calendar of Events.

But basically, what the Regents and top level administration did was set up the opportunity for the professional staff to "sell" the *Record* to the campus news sources - those middle management people who had yet to really believe that information should be shared with others on campus. We told people things they *needed to know*, such as new policies on budgets, or the holiday schedule and the reasons behind those policies. We told them things they *wanted to know* - new salary schedules, events, why the faculty thought faculty should get more salary dollars than support staff. And, through a new job posting program in our personnel office, we printed the available job openings on campus each week.

At first we were faced with the preconception of faculty and students that we were an "administrative mouthpiece." But as time went on, we watched the readership increase across campus in all groups - among faculty, staff and students. Our sources began to trust our judgment and our readers trusted us for our accuracy and for information they needed and wanted. It became common for top level administrators to say, "Let's release this in the *Record*."

I think I can safely say that today, most issues which come up on campus which will affect our campus community have been released to our people first...rather than have them come through in the local mass media.

The format we chose, the deadlines, and even the special features of the *Record* are not so important as is the idea behind them: that you support a program whereby you satisfy your campus community's needs and wants.

And there are many other internal communication devices which should have some attention paid to them...ye olde bulletin boards, specialized publications for specialized audiences, training seminars for receptionists and persons who deal with the public, and even closed-circuit television. The closed circuit TV is particularly important to those with commuter campuses where there are lounge areas for long waits between classes.

Make Double Use of Publications, Events -

There is one more aspect to community relations and being effective that I'd like to pass along. That is effective use of the publications you produce for the outside public. There are many which are dictated by the standards of common sense: you need a catalog, leaflets, perhaps on specific academic programs; time schedules, perhaps an annual report.

Please encourage your staff to investigate fully the use of those publications. Because what I see across the country are literally tons of publications being produced and not being effectively used.

The common use of community college time schedules being printed on newsprint and sent out to all households in the community is a good example...make sure that if you go to that trouble that you also put in a message. A photo or two of the successful student and that student's words on why your college has helped his or her life. A brief report on placement of your graduates...or how many have gone on to four-year institutions.

The same is true of activities sponsored by your institution. If you're having difficulties with recruiting, take a look at your existing activities... alumni gatherings, community barbeques, student presentations...to see if you can communicate information which would help your recruiting efforts.

Toward 'Good' News -

We are in a new age of communication. Less than ten years ago, when college campuses were in the midst of real student turmoil, the practice of the "new openness in communication" was suddenly discovered. Openness was arrived at for pragmatic reasons... to tell *your* side of the story. Today, openness is being thrust upon us for quite another reason...by freedom of information acts and by open meeting laws.

If you can be comfortable with your position on dealing with the mass media from a pragmatic point of view...*and* you are comfortable with your position on internal campus media from the same point of view, you'll probably find it a lot easier to deal with legislated openness.

But it is still up to you as the trustee to be the person who encourages a common sense and creative attitude toward use of the media.

Edward R. Murrow, when he was head of the USIA, said, "You cannot make good news out of bad practice."

It's up to you to make sure the news is good.

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The Devil's Advocate Approach to Administrative Evaluation

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Introduction

The topic of administrative review and evaluation often generates much lip service, but little solid activity and action for the benefit of the individuals involved and the college. Those administrative evaluations which are conducted on some campuses tend to zero in on two things: (1) evaluation for administrative improvement in the position and/or in the service(s) provided and (2) evaluation for administrative salary, benefits, and/or merit increases. Colleges use various informal and formal techniques, written forms, and verbal approaches to evaluate administrators. During the past four years at Olympic College, "The Devil's Advocate Approach to Administrative Evaluation" has been developed and refined to the point where it has become extremely beneficial to those administrators being evaluated, those persons doing the administrative review and evaluation, and the college.

The Need

Evaluation, intrinsically tied with accountability, though often used and misused, largely remains uniformly untested in the field of higher education and becomes that much more of a challenge to define in terms of the comprehensive community college philosophy. While demands for serving community members are received from both the younger and the older populations, enrollments are leveling or declining and millages and levies are failing in profusion. Two themes of conflict appear which make evaluation and accountability an unavoidable necessity. On one hand, the theme is a quest for efficient use of dollars or that public money not be wasted through inefficiency, fraudulence, or incompetence. On the other hand, the democratic quest is for equality of educational opportunity whereby the inputs and achievements of education are shared equally by all, regardless of the student's religion, race, sex, or handicap. These conflicting demands mandate an evaluation system which demonstrates that administration in fact is accountable to its many publics.

Until 1976, administrative evaluation at Olympic College had evolved through a variety of popular forms, including two recent forms of Management by Objectives (MBO). During the spring of 1976, the modified MBO system being used was evaluated, and along with ideas for new approaches, a new system developed called "The Devil's Advocate Approach to Administrative Evaluation." The system retains many of the elements from past systems which include Management by Objectives, Peer Evaluation and Supervisor Review and uses a modified adversary process form.

The Process

The process implemented at Olympic College resulted from combining the use of the MBO approach by the administrators in the Student Services area of the college and the original form of the Devil's Advocate approach used by the Instructional Services Administrators and resulted in a college-wide system implemented for the 1976-77 year.

The process involves input from faculty, middle and senior level administrators, classified employees, appropriate community members and peers in positions external to the college.

The process begins with the selection of the Devil's Advocate by the Dean with the agreement of the administrator being evaluated. The Devil's Advocate role is threefold:

1. To conduct evaluation interviews with a list of people selected by the person being evaluated, with approval of the Dean.
2. To summarize and review the findings of the evaluative interviews with the person being evaluated.
3. To Chair and present the findings of the interviews in a group meeting consisting of all administrators of the same service area or major division of the college (i.e., student services, instructional services) and those people who were part of the interview process.

A balanced evaluation is a necessity and, therefore, the selection of those people to be interviewed should be done with care with emphasis on a cross-section of on-campus and off-campus people. Representatives from the following list should be included with a minimum of five people being interviewed:

- Internal to the institution
  - Faculty
  - Administrator (same level in organization as person being evaluated)
  - Administrator (external to the area of the college where the person being evaluated works but internal to the college)
  - Classified
- External to the institution
  - Community member
  - Peer group member from a different college or agency.

It is the Devil's Advocate's responsibility to interview those people selected for the interview schedule and to bring all pertinent information from the interview to the administrator review meeting. The Devil's Advocate must also bring a brief analysis of the information and summary of that information to be presented during the initial part of the review meeting. Prior to the administrator review meeting, it is the Devil's Advocate's responsibility to meet with the administrator to discuss in depth the entire review process and to go into any details that should be reviewed individually with the person.

In preparation for the review, the administrator being evaluated must develop the following:

1. A formal job description.
2. A self-definition of the job description, including the actual performance required.
3. Objectives from the previous year.

Evaluation of the System

During the first year of its inception, the Devil's Advocate approach was utilized by twelve of eighteen administrators and following that experience an evaluation meeting was held concerning the process. During the meeting, the strengths, limitations, and improvements of the system were discussed and analyzed.

The following strengths were noted:

1. A critical self-analysis of the position is performed by the individual filling that position.
2. The Devil's Advocate review process is educational to all parties involved in the process. It was especially noted that the process is extremely beneficial to other administrators, new personnel, faculty, and other members who have participated in the committee work.
3. The system is efficient as a result of the fact that the Devil's Advocate is responsible for the review and has a responsibility to present an objective balance during the process.
4. The Devil's Advocate becomes the second most knowledgeable individual on campus as to the responsibilities and nuances of the position being reviewed. The Devil's Advocate is, therefore, in a position to serve as a resource person for that position.
5. The system provides for objective feedback. It removes the personal element from the review of the position and of the person filling that position.
6. The review process is structured in such a way that each position is reviewed once annually but can be reviewed at any time during the year. This is preferable to a process where all positions are reviewed in a compacted period of time.
7. The process clarified working relationships among various institutional units.
8. The report following the interview process is made to the group of instructional or student services administrators and others as opposed to being made to the individual filling the position being reviewed and/or his or her supervisor. This aspect of the review process decreases the threatening nature of such a process.
9. The present process is flexible enough to allow different approaches to be utilized in reviewing a position.
10. The process delimits personal biases.
11. As a result of the review process, communication has improved among the various instructional and student services administrators.
12. The present process is less threatening than many other review/evaluation systems that the college has used in the past. The Devil's Advocate acts as a buffer between the individual filling the position being reviewed and those individuals participating in the review process.

The following limitations were noted:

1. The present administrative review process does not draw a distinction between a review and an evaluation.
2. Individuals may tend to be reluctant to offer constructive criticism concerning the position under review.
3. The timing of the review meeting is extremely important and should be set at a time when people external to the college can be sure to attend.

Suggested improvements made by administrators were the following:

1. More definitive objectives should be developed by each administrator for review in relation to the position and their individual responsibility.
2. Interview materials, objectives, and results from the prior year's evaluation should be presented at the review meeting of subsequent years.
3. A worksheet should be developed to assist the Devil's Advocate by explaining the total review process and the role of the Devil's Advocate in the process.

Case History Example

In order to make the Devil's Advocate approach clearer, the following case history is presented. The example case is a real one. It involved the recent evaluation of the Dean of Instruction by the Dean of Students. In other words, the Dean of Students was functioning as the Devil's Advocate.

The first step in the process was the selection of the Dean of Students by the Dean of Instruction as his Devil's Advocate. The two administrators then met and discussed the format which would be used, which follows the general outline used in all the administrative evaluations. Also at that meeting, it was agreed that the Dean of Instruction would provide his Devil's Advocate with a list of people to be interviewed. He also agreed to contact each of the people to be interviewed, explaining that the Devil's Advocate would be contacting each person in order to conduct a one-half hour evaluative interview. This step would legitimize the interview and hopefully reduce apprehension on the part of the interviewees about the process. The Dean of Instruction provided his Devil's Advocate with a list of nine interviewees. The positions of these nine people were as follows: Secretary to the Dean of Instruction, the Assistant to the Dean of Instruction, the Division Chairman for Social Sciences and Service Occupations, the Business Manager, the Administrative Assistant to the President, two faculty members, the Director of Admissions and Records, and a member of the State Board for Community College Education staff responsible for instructional programs and services. With the exception of the representative from the State office, the Devil's Advocate was able to carry on face to face interviews. The representative from the State Board was interviewed by telephone.

After setting up an interview time, the Devil's Advocate made an opening statement to each of the interviewees. He began by explaining the process. In most cases, the explanation was brief, since many had already been exposed to the process through other evaluations. Then, he posed three questions to the interviewees. First, he asked the interviewees to explain his or her relationship with the Dean of Instruction. He asked that special emphasis be given to relationships which might not be anticipated simply because of job titles. Second, he asked the interviewees to list the strengths of the Dean of Instruction and, third, to mention areas of needed improvement. The Devil's Advocate then stated that his only response to the interviewee's comments would be for purposes of clarification. The Devil's Advocate kept notes on the interviews. After conducting the interviews, the Devil's Advocate went through the notes from the nine interviews and organized the comments into logical groupings. As it developed, the comments fell into the following categories, which had not been predetermined - organizational skills, communication skills, personal characteristics, relationships with others, leadership skills, comments about the Dean of Instruction's role, and general comments.

Once this had been accomplished, the Devil's Advocate arranged a one hour meeting with the Dean of Instruction, at which time he relayed to the Dean the information which he had assembled. The Dean of Instruction was then able to ask for clarification of one or two unclear items. Furthermore, the risk of surprise during the Devil's Advocate's upcoming formal presentation was removed.

A few days later, the formal meeting was held for all instructional administrators, as well as other invited guests who the Dean of Instruction wished to have present, including those who had been interviewed. During that meeting, the format was as follows. The Dean of Instruction introduced his Devil's Advocate, the Dean of Students. The Devil's Advocate explained the process which had been followed. At that point, he stated that, while he would relay the names of the nine people interviewed, he would not, to preserve confidentiality, name the person who had made specific comments. The Dean of Instruction passed out copies of his formal job description and talked about it. He then mentioned areas which did not fall within his formal job description but which consume much of his energy. This took about one-half hour. The Devil's Advocate followed with his report, which also lasted one-half hour. The Dean of Instruction was then given five minutes to respond to the Devil's Advocate's report. The floor then opened to general discussion which lasted about forty-five minutes. Finally, the Dean of Instruction was given a chance for closing comments. During that time, he stated objectives for the upcoming year based upon materials which had come out of the evaluation. The entire meeting took a little over two hours.

Benefits to the Administrator

Several benefits accrue to the administrator who is being evaluated. During the process, the administrator is forced to consider and reconsider his or her formal job description. Therefore, an updating process on a regular basis takes place. Along a similar vein, the administrator is forced to set annual goals which most administrators agree is a worthwhile endeavor, but many do so only when forced to. A third benefit to the administrator is the familiarization of other interested parties with the given administrator's role. Not only does this increase communication between administrators and others but promotes empathy for the job of a particular administrator. It is not uncommon for a faculty member being interviewed, for example, to state "I don't see how he/she can do all those things" or "I never realized how much was involved in that job." Another benefit to the administrator is that of receiving feedback in a nonthreatening setting. As described above, the process provides an opportunity for the administrator to meet with the Devil's Advocate prior to the formal meeting with others. This takes the threat and surprise out of the process. Finally, the interaction between the administrator and the Devil's Advocate is healthy. More than any other two parties involved in the process, each grows to respect the role of the other.

There are also spinoff benefits to the Devil's Advocate. These benefits, while not initially envisioned when the process was developed, in many cases are just as meaningful as the benefits to the administrator being evaluated. First, the Devil's Advocate is given a chance to learn in detail about the workings of another position and office. While the formal procedure does not call for this, the natural result is that the Devil's Advocate measures the performance of his or her own office against that of the administrator for whom he or she is being the Devil's Advocate. Reference has already been made to the interaction between the Devil's Advocate and the administrator. This is a benefit. The interaction with those being interviewed has positive benefits for the Devil's Advocate. In some cases, the people being interviewed are virtual unknowns to the Devil's Advocate and this broadens the base of the Devil's Advocate's contacts.

A benefit to the entire system is the tangential discussions which stem from the administrative review. There are many examples of this. In a recent administrative review, one in which an instructional administrator was being reviewed by a member of the counseling faculty, the whole issue of academic advising and its proper role in relation to counseling was discussed at some length as a spinoff from the administrative review. In the example case given above, where the Dean of Students served as Devil's Advocate for the Dean of Instruction, considerable attention was given to the relationship between Instructional Services and Student Services.

Pitfalls to Avoid

There are also several pitfalls which one must be conscious of avoiding if the process is to be successful. First, the Devil's Advocate must be conscious of the difference between destructive criticism and constructive criticism. For example, if the Devil's Advocate were to receive feedback that the administrator being reviewed was offensive because his office was a "place to stay away from" without further explanation, passing that message on to the administrator would be destructive criticism. On the other hand, if the Devil's Advocate relayed information to the effect that the administrator's secretary habitually made visitors feel that they were intruding when visiting that office, that should be handled delicately but still should be transmitted to the administrator as constructive criticism. Another possible pitfall of the Devil's Advocate system is the fine line which must be drawn between the evaluation of an individual administrator and of the program area for which that administrator is responsible. An attempt should be made to depersonalize comments with the overall value of the review geared toward upgrading the entire program area. For example, in the administrative review referred to above, where the Dean of Instruction was reviewed by the Dean of Students as Devil's Advocate, a great deal of discussion during the review centered upon innovative programs. Many of the areas discussed might not have been aired had not the review taken place.

A specific pitfall can center around the choice of interviewees by the administrator being evaluated. If all of the interviewees are of the same persuasion, feedback may be biased. An attempt should be made to seek out a cross section of people representing different aspects of the administrator's role. The actual selection of the Devil's Advocate should be made with extreme care. It is vitally important that the Devil's Advocate, during the interview process, act as a catalyst, not a leader of the discussion. If the Devil's Advocate oversteps his or her boundaries, feedback may be biased. For example, in probing the areas of needed improvement for the Dean of Instruction, the proper approach would be for the Devil's Advocate to say "Would you list any areas which need improvement?" An improper approach would be to say "I know there are many areas which need improvement. Would you list some of them?" Along similar lines, when the Devil's Advocate makes his or her report, he or she should be careful not to impose his or her own values on, or interpretation of, what has been said. A final pitfall of the Devil's Advocate approach is that if the approach is only used with some administrators, other administrators may feel neglected or, on the other hand, the administrators being evaluated may feel that they are receiving too much attention, more than received by faculty members or by other employees.

Closing Comments

"The Devil's Advocate Approach to Administrative Evaluation" is designed to help indentify and to afford on the job development for college administrators who have the potential for upgrading. It continues to enjoy evolutionary refinement. The challenge is for college administrators to develop a sound framework for planned individualized improvement on the job. The evaluation system must be one which is positive, fair, and unthreatening. It must also be one which affords motivation, positive management support, and deeply involves the individual in self development.

Information Points/Decision Points: A Framework for Governance

Clifford Dobson, Trustee
Rio Hondo Community College
Whittier, California

The pressures and demands on trustees to deal with multimillion dollar budgets, enrollment decline, collective bargaining, inflation, and now a taxpayers' revolt require new dimensions of boardsmanship.

At the same time there is a need to establish a framework for governance that directs the attention, time, energy, and decision-making prerogatives, of the board of trustees, to the most critical issues and decisions.

Some Critical Questions

This required level of responsible and effective boardsmanship emphasizes a need for a board to have access to information that deals with critical questions such as the following:

1. What are the established purposes of the community college in our society?
2. What are the appropriate local college commitments that should be made to meet these established purposes, considering:
   - the needs of the community
   - the needs of the students
   - the resources available
3. Once established, how well are the local commitments being met?
4. What changes need to be made:
   - where performance falls short of commitment?
   - where performance needs to be matched to a changed commitment?
5. What plans have been made to bring about the needed changes?
6. How should the available resources (staff, facilities, money) be allocated to:
   - sustain on-going programs?
   - implement the plans to bring about desired changes?
7. What progress is being made and what is the nature of modifications planned to achieve the expected changes?
8. How well does the provided overall accounting of the institution match the expectancy of the board, the community, the students?

A Framework for Governance

With the preceding considerations very much in mind, the Rio Hondo College Board of Trustees developed and implemented the governance plan described in this article.

For several years, the board and the administration had been developing contemporary management concepts modified to suit local needs and conditions. Thus modified forms of management-by-objectives, zero-based-budgeting and merit pay for administrators are found in the adopted policies and prodecures of the college.

As a next step, the Rio Hondo College trustees were seeking a framework for governance that would:

- Increase the effectiveness and efficiency of the board.
- Do a better job of identifying and communicating, to the staff and the community, the role and functions of the board.
- Focus more of the attention and energies of the board on proper board concerns and less on administrative matters.
- Provide the board a better image with respect to organization, control, deci-

siveness, and innovation.

- Synthesize the expressed attitudes and positions of the various board members into an acceptable set of operational procedures.
- Provide the chief administrator a large degree of freedom with respect to administrative style.

The adopted governance framework had two features:

- An information system that describes the kind of information required by the board, and
- A series of eight board decision points.

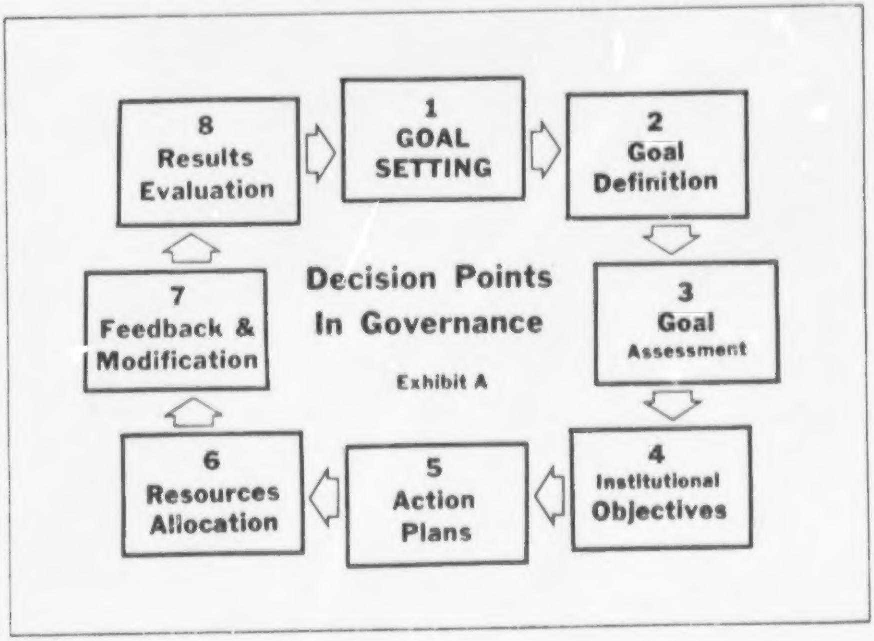
Good Information an Essential Feature

The board took the position that:

- Good information is an essential tool of boardsmanship.
- Good information is a proper first call on the services of the chief executive and staff.
- Developing good information is a justified use of the resources of the institution.
- Good information is timely, complete, valid, appropriate, documented, effectively packaged and delivered, and includes the professional opinions and recommendations of the chief executive.
- Good information makes it possible to consider alternative solutions and establish priorities.

The Eight Decision Points

The series of eight decision points, shown in exhibit "A" identifies the points in the governance framework at which the board has established prerogatives in the decision-making process. The brief descriptions that follow indicate the nature of the board-required information for each decision point. This pattern seems to meet the needs of the Rio Hondo Board, however other boards might choose other options. Traditional board actions such as establishing institutional goals/policies, planning, budget, personnel, and evaluation are covered in the framework.



Decision Points In Governance

Exhibit A

The framework provides the chief executive and his staff with useful directions and insights into the wishes of the board. It better defines the separate roles of the board and the administration. It reduces much of the "second guessing" about what the board has in mind. It is believed it will produce better supporting information for agenda items. However, it is recognized that a number of board activities are not covered by the framework and must be dealt with separately.

Decision Point One: Goal Setting
College goals are usually described in terms of broad generalized statements that use terms such as direction, commitment, need, expectancy, purpose, concern.

Rio Hondo College has the following series of goal statements which have been approved by the board. They are:

Academic/Instructional Goals

1. **Transfer or Lower-Division Education**
   To provide comprehensive and quality programs paralleling those of the first two years of baccalaureate-level work enabling students to transfer with advanced standing to four-year colleges and universities.
2. **Occupational Education**
   To offer a variety of degree and certificate programs leading directly to employment or improving the skills and knowledge of those already employed.
3. **General Education**
   To make available courses to enhance the individual's knowledge of the arts, humanities and sciences, contribute to the understanding of the individual, his/her involvement with respect for a civilized society, a democratic way of life, and a humane existence.
4. **Student Personnel Services**
   To assist students in making responsible decisions about their goals and objectives with due consideration of their needs and capabilities and opportunities available to them.

   To provide a wide range of services and opportunities including but not limited to academic, personal, career exploration, counseling, and instruction techniques of effective study.

   To provide formal and informal class-related activities that reflect current student interest and provide opportunities for participation and leadership.

   To provide special services including, but not limited to, financial aid, job placement, learning-tutorial, health, multi-cultural, as well as disadvantaged, disabled students, and other new clientele.
5. **Community Services, Avocational, and Noncredit Classes**
   To provide a wide range of activities for individual growth by providing cultural awareness and concern for contemporary issues through cultural, educational, political, economic, recreational, artistic, or moral programs and courses.

   To provide assistance to community groups in solving community problems and providing community groups the use of college facilities.

   To provide college staff, students and community residents with internal and public information programs.

   To provide non-credit educational courses and activities which include personal enrichment, upgrading of educational skills, effective use of leisure time.
6. **Developmental Programs**
   To provide developmental courses to assist students in acquiring skills necessary for the completion of an educational goal or objective.

Administrative/Operational Goals

1. **Management Techniques**
   To practice the most advanced and effective management techniques and personnel procedures.

2. **Facilities**
   To provide adequate, attractive and safe facilities, both on and off campus, in order to fulfill the goals of the college.

The board reviews goal statements on an annual basis and adopts changes when appropriate.

Decision Point Two: Goal Definition

Because goals tend to be vague and general statements, it was found useful to define and describe them. The description answered the questions such as:

> "What did this goal mean for Rio Hondo College?"
>
> "Why did the college have the goal and what effort was being made to meet the goal?"
>
> "What criteria or standards were used to determine if, in fact, proper attention was being given to this goal?"

One response to questions, such as the above, was to ask for a definition and description of each goal in a way that told what the institution was attempting to achieve.

Goal definition or descriptions were expected to indicate the expected level of effort to be achieved by the district in moving towards a specific goal adopted by the board. The expected effort was to be reasonable and feasible.

Goal descriptions were to be specific enough to permit both a quantitative and qualitative assessment of the progress being made towards a goal.

The college had a goal which indicates a commitment to prepare students to find appropriate employment upon completion of a Rio Hondo occupational preparation program.

It was obvious that one intent of this goal was to provide occupational preparation and to place students in jobs related to the preparation.

The description for this goal uses widely accepted functions of vocational education that could be used to measure an honest and thorough effort in a program to prepare students for occupations. This goal description states that the goal on occupational education indicates a need for:

1. **Population Needs Analysis**
   Developing current and usable information about the district's population seeking or needing vocational education.
2. **Job Market Analysis**
   Developing current and usable information that identifies and projects job market opportunities.
3. **Job Performance Analysis**
   Developing, as a basis for instruction, the job performance requirements of each occupational preparation program offered by the district.
4. **Program Planning**
   Planning activities designed to provide occupational preparation programs that meet the needs of the district's population and the labor market served.
5. **Vocational Education Promotion**
   Informing appropriate segments of the public with respect to the values of occupational preparation and opportunities that exist.
6. **Student Recruitment**
   Identifying and enrolling students who can profit by the instruction.
7. **Curriculum Resources**
   Developing the need for and providing resources needed to maintain, expand or improve occupational preparation programs.
8. **Counseling and Guidance**
   Providing counseling and career guidance to assist individuals to make realistic, meaningful and informed occupational choices.
9. **Placement**
   Assisting students to get jobs.
10. **Vocational Instruction**

Providing instruction that will adequately prepare students for the jobs available.

11. **Program Review and Evaluation**
    Developing procedures for the review of programs; to determine the continuing need, expansion, deletion, modification, etc.

A goal described in terms such as the above, established a basis for the board, and others, to determine if the college was actually moving in the direction of the established goals in an organized manner.

The board required a similar kind of descriptive statement for each of the other institutional goals. These required goal descriptions include or refer to items such as standards, expected results, limitations, regulations, board policies and accepted practices.

Decision Point Three: Goal Assessment

Goal definition and description made goal assessment possible.

The goal assessment process involved a comparison between the goal description and actual conditions or effort.

The goal assessment process identifies:

1. Areas of performance or progress that are satisfactory and should continue in a routine manner, and
2. Areas in which performance or progress indicated a need for change:
    - Change to improve or expand
    - Change to reduce or eliminate

This decision point provides the board with an opportunity to give approval to indicated changes and, if appropriate, establish priorities. The approval process gives direction to the staff for the next step; the development of institutional objectives.

Decision Point Four: Institutional Objectives

Institutional objectives, as defined by this plan, are the various items on the board adopted list of changes to be brought about during a specific period of time. Although the time-line for individual items varies, it is usually an annual program.

It is unreasonable to assume that all changes indicated by the goal assessment step must be made. A lack of resources or other constraints, higher priorities elsewhere, or the fact that the expected change might not appear significant, might lead to a decision to continue at the present level.

The value of the institutional objectives is that they are well justified changes or needs on which both the administration and the board have reached agreement.

Examples of the nature of institutional objectives might be:

- To increase the level of career guidance provided students.
- To increase the average teaching load (by some measurable amount).
- To reduce the drop-out rate (by some measurable amount).

Decision Point Five: Action Plans

The board examines and gives formal approval to the action plans designed to implement the established institutional objectives. These action plans are expected to include:

1. Strategies and alternatives
2. A time line
3. Resources needed
4. Results expected.

Decision Point Six: Resources Allocation

This is the regular budget development and adoption procedure. The budget includes both the resources for on-going programs and resources provided to implement the action plans.

Decision Point Seven: Feedback and Modification

This decision point keeps the board aware of progress being made on institutional objectives and provides opportunities to consider "mid-stream" modifications when substantial changes are required.

It is assumed that minor modifications will be handled within the normal administrative procedures.

Additionally, this feedback tends to eliminate the year-end surprises of finding out that little or no progress has been made on an action plan for an important institutional objective.

Decision Point Eight: Results Evaluation

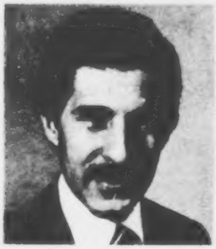
This final decision point involves a "stock taking" in the institution, the processes involved in the "decision points" system, and the results achieved.

It provides the board with an accounting of the educational well being of the institution in the same sense that the regular accountants provide evidence of financial well being.

Areas of attention include:

1. Institutional effectiveness and productivity
2. Staff performance
3. Board performance with respect to the decisions made and the directions given.

The Rio Hondo Board of Trustees feels that this governance plan fits their needs and style of boardsmanship. It is hoped that other trustees will find the information helpful in their quest to achieve similar goals.



Congress and the Part-time Student

Michael D. Edwards
ACCT Director of Federal Relations
Washington, D.C.

The prevailing view of America's college population is that of a student body which is between the ages of 18 and 22, dependent, and pursuing a degree program on a full-time basis having started college immediately after high school.

However, there is something terribly amiss with this picture. It simply does not capture the reality which exists in today's world. As often as not, today's student is neither young, nor dependent, nor full-time. Furthermore, he — and increasingly, she — is getting less so as each day passes.

According to the U.S. Bureau of the Census, by the spring of 1976 only 51 percent of the total enrollment - of our then approximately 10 million students - was comprised of 18-24 year-old dependent children. Today, that proportion is even smaller. The average age of community college students — rapidly approaching 30 years of age for men and nearing 35 for women — is indicative of the dramatic shift in the age distribution within our postsecondary institutions.

As for their patterns of attendance, by the fall of 1978, there were some 4.6 million part-time students enrolled at postsecondary institutions — accounting for over 41 percent of the total college population and making up some 64 percent of the enrollment at our nation's community and junior colleges. The vast majority of these students are employed full-time at work or at home, are economically disadvantaged, and in need of financial assistance to continue their education.

The word most often used to describe this segment of higher education is "nontraditional." However, the term misses the point. These individuals are no longer the exception; they are the mainstream. They delineate what appears to be the "traditional" student for years to come. Yet due to eligibility guidelines and processing formulae, these students receive fewer than 8 percent of all federal student aid dollars. In large part, this is because federal education policies have been predicated on the classic — albeit erroneous — view of higher education and the kinds of students who attend it. The consequences of this has been a form of discrimination disproportionately affecting the student population most prevalent in our junior and community colleges.

Regardless of their age or number of dependents, students no longer economically supported by their parents are penalized under the two most frequently used methods of determining financial need — the uniform methodology and the federal Basic Educational Opportunity Grants (BEOG) needs analysis system. Awards to low income students attending low cost institutions are also jeopardized by the discriminatory half-cost rule in the BEOG program, which means that the award to lower-income students cannot exceed one-half the cost of attendance. And because of a $200 minimum award level a student whose determined need is less may receive nothing at all. This problem is further augmented by some campus aid officers who tend to show preferential treatment for the younger, full-time students in the allocation of federal funds under the campus-based Supplemental Educational Opportunity Grant, College Work-Study, and National Direct Student Loan programs.

Of particular concern, however, is the impact of the structure of federal programs on less-than-half-time students. Those who attend school on a less than full-time basis have their awards reduced until they become totally ineligible for any assistance when they attend college less than half time.

It is to the credit of the Congress that it has begun to be more responsive to some of the changes in the nature of the nation's postsecondary education community. Amendments enacted as part of the Middle Income Student Assistance Act last year improved the standards for independent students attending more than half time. These students, legitimate heads of households frequently with families of their own, had long been bearing a comparatively inequitable burden of their educational costs when compared with dependent students.

There still is, of course, a substantial need to provide independent students attending school more than half-time with equity so that they can have a completely even break with their full-time, dependent counterparts. At the same time attention must be focused on the one group of students in need of federal assistance and yet ignored by federal education programs — those who attend college on a less-than-half-time basis.

This discrimination is not completely unintentional. In fact, many of the decisions to structure federal programs and policies in their current manner has been based on an often stated rationale. It continues to be explicitly argued that the exclusion of part-time students is justified because they are less committed and have less financial need than traditional students with heavier course loads.

This view closes its eyes to the reality of today's world. Part-time students are *not* simply traditional students with lighter loads. They are older, busier, and facing real barriers to furthering their education. They are serious, hard-working, dedicated individuals, struggling to balance the responsibilities of higher education, a job, and a family. These students are not taking a reduced course load simply because they feel like it. They simply cannot afford the funds nor the time necessary to carry a more intensive work load.

Unquestionably, these students are committed. If one considers the amount of federal student aid flowing to students from families of less than $10,000 annual income, enabling many to enroll in colleges and universities on a full-time basis, and then considers the number of students from families earning less than $10,000 annually who are receiving no assistance whatsoever from the federal government and still are enrolled in postsecondary education, one must realize the dedication and determination of this particular group of students. Not surprisingly, the completion rate in courses enrolled in by part-time students is higher than for full-time students. In fact, over 94 percent of all part-time students completed the courses for which they were enrolled in 1975. And, of course, they must meet the same academic standards as full-time students.

When one is earning less than $10,000 annually and trying to support a family and drawing however small an amount of money from that income to help defray educational costs, that education becomes a very serious business indeed. Contrary to popular notions that adult learners taking a course or two are merely self-indulgent "self-improvers," the record suggests that this is a student body worth investing in.

It is interesting to note, moreover, that a showing of "commitment" — of being "genuinely interested" in seeking education

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— is rarely asked of full time students or those who enter college directly from high school. Nor is the fact that many "traditional" full-time students fail to complete degrees used as an argument for withholding aid from *all* full-time students showing financial need. The same concern which has been shown for helping traditional, disadvantaged, full-time students should be extended to disadvantaged part-timers.

As for the particular financial needs of part-time students, there is no reason, in principle, to use attendance status as a basis for determining economic well-being. A part-time student pays less tuition and this factor can easily be taken into account in the need calculation. Furthermore, a student's ability to pay and the number of credit-hours taken are not perfectly correlated. A part-time student can show greater need than a full-time student, and a less-than-half-time student more than one attending half-time or more. The major point is that financial need and not number of credits should be the primary determinant of federal aid.

Financial hardship affects part-time students as it does full-time ones. The cost of education is often cited by part-time students as the major reason for delaying or terminating their education. In fact, National Center for Education Statistics data shows that 45 percent of the part-time students attending four-year institutions and 52 percent of those attending two-year schools have family incomes of less than $15,000. For many of these individuals, even a course load of 4 credits may prove too costly — running to several hundred dollars or more for tuition, the cost of transportation, books and other fees. A grant of $200 or $300 may very well make the difference between their being able to attend school or not.

What kind of profile can be drawn of the less-than-half-time students who might benefit from this assistance. For purposes of federal aid, focus need only be on those who might be eligible for grant assistance: the hardest pressed financially, the lowest quarter in income. They are varied, but to a great degree they are comprised of divorced and widowed women frequently responsible for supporting children. They seek education and training to prepare themselves for work rather than seeking welfare assistance.

A substantial number are women whose children are grown but not yet financially independent. Many of these women interrupted their education to be homemakers and spend their time rearing families. They now want to and frequently must enter the labor force but need training before they can do so.

They are people — men and women — in their 30's and 40's working in fields where employment opportunities are declining, and if they are to continue supporting themselves and their families they must train for new careers.

They are individuals who now take a half-time load in order to be eligible for aid but who are over committed or who would prefer to take lighter loads in order to better accommodate their study to other demands on their lives and energy. Many part-time students are in this situation. They often are disadvantaged adults who have been out of school for some time, have job or family responsibilities, and do want to study but have difficulty keeping up with the demands of even a six-hour program. Aid for less than six hours would help such students adjust to the rigors of collegiate study and might reduce the rate of noncompletion in such groups. At the same time, part-time assistance would aid the counterparts to these individuals — persons similarly situated who decided not to make their try at half-time study and lack of resources to start on their own with a lighter load. Part-time aid would enable such persons to enter postsecondary study under more favorable circumstances and move gradually to heavier loads as they gain confidence in their own capacities and learn how to manage their many responsibilities.

Another large number have no dramatic backgrounds. They simply are citizens who seek training for new and better careers believing correctly that this nation still remains one of opportunity. And it would be a serious oversight if in emphasizinq the more dramatic members of the less-than-half time constituency, one neglected to note that a substantial number of them are 18-24 year olds. Their obligations require them to work and contribute to their own or their family's budgets and, therefore, even if they are eligible for large amounts of financial assistance were they to attend school for a greater number of credits, they are not free to do so.

Less than half-time aid would have institutional benefits as well. In response to the demands of society for higher education opportunities for youth in the fifties and sixties, postsecondary educational institutions expanded rapidly. Now our schools are faced with a period of decline of full-time traditional undergraduate enrollments. Yet, the capacity built to meet the previous demand remains. Institutions throughout the country — not just community colleges — have begun to adapt this vast resource to meet the needs of adult learners. They have been reducing the barriers of location, time and content by offering courses at places and times convenient for adults and on subjects that address adult needs, interests and preferred methods of study. Cost remains a barrier to the full utilization of this resource.

Because members of Congress are accustomed to thinking of students whose costs of education range anywhere from $2500 in 4 year public institutions to beyond $8,000 in the most costly independent institutions, they tend to overlook the extraordinary impact comparatively small sums of money may have on this group of students. Operating with an annual income of $10,000 and trying to support a family of four may make even $100 for education costs as unreasonable as an amount many times that sum. If 300,000 students in this category are attending without assistance, it would be important to see how many such adults would enroll in part-time study if even small amounts of grant aid were made available.

There are those who believe that while the approach of bringing federal aid to part-time students is fine in concept, the particulars are too complex to be put into practice. They espouse the argument that in order of priorities for the expenditure of scarce public funds, the less-than-half-time students stand too low for consideration at this time. Making a judgment as to the relative need and merit of a full-time eighteen year old with no clear purpose and no family obligations, and a 30-year old working mother who wants to improve her economic status by studying part-time is no easy task. Nor is it one that government has to make.

It is possible to structure a meaningful program to bring federal assistance to the less-than-half time student — even within the boundaries of today's budgetary restrictions and without hindering the full-time student.

One useful vehicle might be to amend the Supplementary Education Opportunity Grant (SEOG) program — now restricted to students enrolled at least half-time or more — to permit institutions of postsecondary education to award grant aid to students enrolled for less-than-half-time credit. Moreover, since community colleges and similar institutions serving a substantial part-time student body often have small or inadequate amounts of SEOG funds to extend such grants to this new constituency, schools should be permitted to transfer up to 10 percent of either their annual College/Work-Study or National Direct Student Loan funds, or both, as well as the funds the institution is now permitted to transfer to the SEOG program for the express purpose of making grants to these less-than-half-time students.

Under such a plan, the amount of a college's annual allocation of SEOG funds to be used for less-than-half-time students — including funds it might transfer to SEOG from the other two campus-based programs — would be determined by the institution's own officials. There would be no restriction on the institution regarding the total percentage of money it could use for this newly eligible constituency, nor would any institution be required to designate a specific amount of such funds for these students.

There would, of course, have to be some restrictions on the funds involved. For instance, a grant to a less-than-half-time student should not exceed 75 percent of the total amount of the education-related costs to the student for the semester or the quarter of the grant. Each student receiving the grant should be required to contribute no less than 25 percent of the education-related costs, such sums to be derived from sources other than direct grants under Title IV of the Higher Education Act. In this instance, education-related costs would consist of such items as tuition, fees, books, equipment, transportation and child care expenses. Moreover, the total amount of a grant in any semester, quarter, or comparable school-year period should not exceed the total amount proportionate to full-time or half-time ceilings on similar awards. But the amount of the grant might be less than $200, the minimum now required by federal law. Of course, no student should be able to receive SEOG grant support cumulatively greater than he or she could as a full-time student.

It should be emphasized that under this proposal, eligibility for grants would be determined by the institution's own officials on the basis of need, utilizing standards established by the institution and in keeping with the guidelines established for the full-time and half-time recipient.

This proposal takes into account the fiscal circumstances of the nation in 1979 and perhaps for several years to come. It keeps in mind the plethora of complex regulations that plague all sectors of America's society today. And it seeks to respond to the needs of less-than-half-time students in the simplest, least costly manner possible.

It should be noted that the Congress has already provided a goal by which to measure educational opportunity.

Title I, Part B of the Higher Education Act authorizes programs to bring lifelong learning to the people of this nation. Section 131, which is the declaration of Congressional findings, states that federal programs have "...a role in developing the potential of all persons including improvement of their personal well-being, upgrading their workplace skills, and preparing them to participate in the civic, cultural, and political life of the Nation; and ...American society should have as a goal the availability of appropriate opportunities for lifelong learning for all its citizens without regard to restrictions of previous education or training, sex, age, handicapping condition, social or ethnic background, or economic circumstance."

The half-time restriction in federal assistance programs is unfortunately one of the main barriers to fulfilling the intent of this law. Moreover, by totally denying less-than-half-time students federal aid, the government seems to be saying to them that their needs are less important than a full-time 18 year old student.

As Congress considers reauthorization of the Higher Education Act, it can take an important step in bringing education and training to millions of Americans who otherwise might be denied them. That step is to provide meaningful programs of federal assistance to needy students to attend school part-time.

The Trustees' Role in Affirmative Action and Reverse Discrimination

Sheila Korhammer, Trustee
Northampton County Area Community College
Bethlehem, Pennsylvania

A business man is agressive, a business woman is pushy; he is good at details, she is picky; he is a man of the world, she has "been around"; he loses his temper because he's so involved in his job, she's bitchy; he is moody because of his efforts to resolve a problem, she is moody because it's her time of the month; he exercises authority diligently, she is power mad: he has climbed the ladder of success, there's a different mattress on every rung of her ladder; and so on, and so on. I'm sure you have seen similiar lists.

And I'm sure there are equally demeaning lists describing stereotypes for blacks, Spanish-speaking people and other minorities.

Lists such as these, which stereotype women and minorities as second class citizens, unfortunately are not only found taped onto Archie Bunker's refrigerator door. Unfortunately, the concepts leading to the development of such lists were promulgated by men of great minds, men who were absolutely brilliant on so many other subjects. For instance, from Schopenhauer, "Women are childish, simple and short-sighted. They are their whole life grown-up children, a kind of middle step between the child and the man who is the true human being. Women are the second sex, in every way."; or from Aristotle, "The female is, as it were, a mutilated male...a sort of natural deficiency. It is not appropriate in a female character to be manly or clever. The male is by nature superior and the female inferior.' and finally, from Plutarch, "We have courtesans for our pleasure, slave women for personal service and wives to bear us lawful offspring." These venerable men launched a male chauvinism epidemic. And we all know equally devastating insanities have been perpetuated about minorities, which then means that minority women bear the brunt of the *worst* of all worlds.

After years of "do nothing," or to be fair, doing very little, affirmative action was developed as the answer to a serious problem, but when industry and education dragged their feet in its implementation, the government was forced to step in. It is unfortunate that this had to happen, it would have been better if the responsibility for active good faith compliance had been assumed by individual businesses and institutions. Of course, some did, but not enough to ripple the great body of stagnant water.

I don't plan to bore you with a lot of statistics — but figures do tell tales.

As you can see from Table 1 the earnings gap between men's and women's salaries rose from $1,533.00 in 1955 to $5,063.00 in 1974. We seem to have gone backwards. Even when this is translated into 1967 dollars the gap has risen from $1,911.00 to $3,433.00 which denies any progress toward equity. But the significant tale is that the buying power gap between men and women has increased by $3,530.00.

Table 2 gives a breakout between men, women and minorities.

Table 1

COMPARISON OF MEDIAN EARNINGS OF YEAR-ROUND FULL-TIME WORKERS, BY SEX, 1955-74
(Persons 14 years of age and over)

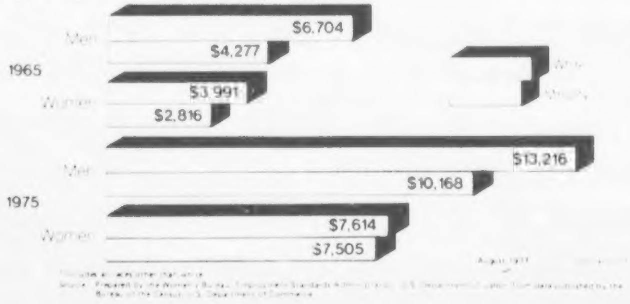
YEAR	Median Earnings Women (1)	 Men (2)	Earnings gap in dollars (3)	Women's earnings as a percent of men's (4)	Percent men's earnings exceeded women's (5)	Earnings gap in constant 1967 dollars (6)
1974	6,772	11,835	5,063	57.2	74.8	3,433
1973	6,335	11,186	4,851	56.6	76.6	3,649
1972	5,903	10,202	4,299	57.9	72.8	3,435
1971	5,593	9,399	3,806	59.5	68.0	3,136
1970	5,323	8,966	3,643	59.4	68.4	3,133
1969	4,977	8,227	3,250	60.5	65.3	2,961
1968	4,457	7,664	3,207	58.2	72.0	3,079
1967	4,150	7,182	3,032	57.8	73.1	3,032
1966	3,973	6,848	2,875	58.0	72.4	2,958
1965	3,823	6,375	2,552	60.0	66.8	2,700
1964	3,690	6,195	2,505	59.6	67.9	2,696
1963	3,561	5,978	2,417	59.6	67.9	2,637
1962	3,446	5,974	2,528	59.5	73.4	2,790
1961	3,351	5,644	2,293	59.4	68.4	2,559
1960	3,293	5,417	2,124	60.8	64.5	2,394
1959	3,193	5,209	2,016	61.3	63.1	2,308
1958	3,102	4,927	1,825	63.0	58.8	2,108
1957	3,008	4,713	1,705	63.8	56.7	2,023
1956	2,827	4,466	1,639	63.3	58.0	2,014
1955	2,719	4,252	1,533	63.9	56.4	1,911

Notes: For 1967-1974. data include wage and salary income and earnings from self-employment; for 1956-1966, data include wage and salary income only.

Source: U.S. Department of Commerce, Bureau of the Census: "Money Income of Families and Persons in the United States," Current Population Reports, 1957 to 1975. 1975. U.S. Dept. of Labor, Bureau of Labor Statistics: Handbook of Labor Statistics,

Table 2

Fully Employed Women Continue To Earn Less Than Fully Employed Men of Either White or Minority' Races



You can see that in 1975, white women were earning only $900 more than white males were back in 1965 — and minority women only $800 more — this after 10 years.

Minority males have fared somewhat better than women, but since their 1965 starting point was so much lower, they are still $3,000.00 behind white males.

And to relate this dollar imbalance to the number of women serving higher education, let's look at a 1970 survey of college campuses.

Women and minorities have not been getting a fair deal. So you see, when the Washington State Supreme Court ruled in the Mark DeFunis case, stating in part, "It has been suggested that the minority admissions policy is not necessary, since the same objective could be accomplished by improving the elementary and secondary education of minority students to a point where they could secure equal representation in law schools, through direct competition with nonminority applicants on the basis of the same academic criteria. This could be highly desirable, but 18 years have passed since the decision in Brown vs. Board of Education, and minority groups are still grossly underrepresented in law schools. If the law school is forbidden from taking affirmative action, this underrepresentation may be perpetuated indefinitely." History was being stated, and a very sad

Table 3

WOMEN IN COLLEGE ADMINISTRATION (1967-70) **

	Total Group (454)			Coed Schools (376)			Women's Colleges Only (59)			Schools over 10,000 (63)			Schools under 1,000* (53)			Public Schools (189)			Private Schools (207)		
	% M 3 yr	% W 2-3 yr	Total Resp.	% M 3 yr	% W 2-3 yr	Total Resp.	% M 3 yr	% W 2-3 yr	Total Resp.	% M 3 yr	% W 2-3 yr	Total Resp.	% M 3 yr	% W 2-3 yr	Total Resp.	% M 3 yr	% W 2-3 yr	Total Resp.	% M 3 yr	% W 2-3 yr	Total Resp.
President	88	11	441	95	5	366	50	47	56	100	—	58	87	13	53	97	3	184	92	8	200
Vice President	93	4	290	97	2	246	69	17	29	100	—	55	85	8	26	98	—	123	94	4	139
Director, Development	95	4	381	97	2	314	86	6	50	98	—	52	98	3	47	96	1	140	97	3	189
Business Manager	90	9	437	93	5	362	66	32	56	98	2	58	92	4	53	97	1	180	90	9	200
College Physician	82	8	397	82	7	325	82	13	55	68	10	60	95	5	42	80	9	162	83	7	179
Director, Financial Aid	70	23	440	79	15	364	21	67	57	85	12	61	61	32	51	84	9	183	71	23	201
Director, Placement	64	28	429	72	21	355	22	73	55	80	10	59	59	33	49	80	14	179	62	30	196
Director, Counseling	76	19	319	82	13	273	30	67	30	92	5	61	61	32	28	88	9	150	73	20	138
Dean of Students	71	23	419	82	12	343	12	83	57	86	5	57	70	26	50	85	9	174	76	18	182
Head Librarian	57	35	445	63	29	368	23	61	57	85	8	61	36	62	53	69	22	184	56	37	204
Academic Dean	69	18	432	76	10	359	31	62	55	50	17	60	77	15	52	74	8	178	76	14	198
Asso. or Asst. Aca. Dean	68	17	261	74	12	223	32	44	25	63	12	60	67	20	15	73	11	121	72	16	116
College Counselor	36	25	318	38	17	265	27	51	41	18	16	49	58	26	31	35	19	140	39	22	139

** To provide a clear picture of women's participation, instances are tabulated in which women held these offices at least 2/3 of the time during 1967-70. Instances of incumbency for one year are not shown.

* Exclusive of women's colleges.

The imbalance is quickly apparent at all levels — except with the all-women's colleges. But even there, at the higher level of administration, there is a preponderance of males.

history at that.

Now what have we brought upon ourselves? Affirmative action has assumed a very disconcerting dimention. It would now seem to be synonymous with reverse discrimination. Are we trying to correct an injustice with another injustice? There is no denying that reverse discrimination is a direct byproduct of affirmative action. Reverse discrimination lawsuits are actively vying with class action lawsuits for time on the court docket.

The big question now is whether or not this reverse discrimination is too big a price to pay for righting a societal wrong. After *hundreds* of years when women and minorities were oppressed and treated with injustice, is 25-50 years of some injustice to white males untenable — if it will result in some semblance of balance of opportunity? Also, cannot reverse discrimination be controlled by *not* going to the quota system which is not mandated by executive order 11246, is actually forbidden by the Civil Rights Law, and was ruled unconstitutional by the Supreme Court of the United States? Why goal setting was translated into quota setting is beyond me. Some say it was not only inevitable, but that it was the only available course of action. Professor Paul Seabury of the University of California has tried to alleviate the confusion by marrying the two words and begetting, "*Quoal*, a slow-moving quota-goal: and the *Gota*, which is a supple fast-moving quota-goal." Well no matter how the confusion came about, the quota system should not be the action plan. There should be only goals and these should *actively* be pursued.

Once a goal is set, every effort should be made to meet it. The problem in the past has been that once the goal was neatly put on paper, it was soon forgotten and everything returned to "business as usual". This is where we, (at least most of us) made our mistake. There was no obvious effort to achieve the goal.

So this is the dilemma! Should we ignore hundreds of years of injustice to women and minorities, and let the snails pace continue? Can we tolerate a few years of injustice to white males, to accelerate the balance in opportunity for women and minorities? Can we avoid the easy, but illegal, means of setting quotas? Can we make goal setting a viable means for effective change? Can we energetically pursue righting a grievous wrong in a manner which will satisfy affirmative action groups and the federal government? Can a merit system be maintained in the face of reverse discrimination? Does the end justify the means? Should education be exempt from federal intervention?

What a hot potato!!!! And we know how that potato was roasted. We know a fire is raging. We know what is fueling that fire. We know we do not want that fire on our campus. But the winds are blowing in all directions, and it is hard to tell where the sparks will fly.

Where do we, as trustees, stand in all this controversy? What is our role? Must we become a part of the process or can we play ostrich? In my opinion, trustees must assume a leadership role in ensuring that opportunities previously denied women and minorities now be guaranteed.

Affirmative Action — Trustees as Leaders

We, as trustees, can assume this leadership role:

1. By making sure your president has the wisdom of Solomon, the legal acumen of Clarence Darrow, and the humanity of Abraham Lincoln.
2. By setting policy which demands administrative goal setting for the active pursuit of *qualified* women and minorities to fill future job openings.
3. By developing evaluation procedures which will monitor the good faith progress of administrative endeavor on behalf of affirmative action.

4. By encouraging those women and minorities on campus to participate in in-house and conference training programs in career achievement. Remember the table showing the completely inadequate representation of women on our country's campuses. (To this end the HEW Office of Education has a good resource for in house training called "Implementing Title IX - A Sample Workshop", and I would recommend its consideration.)
5. By not falling into the trap of setting percentages or quotas as the sole measurement of the success of your affirmative action plan.
6. By not permitting announcements of job opportunities which openly mention specific racial, sexual or ethnic qualifications.
7. By becoming completely knowledgeable in the history, implications and legal ramifications inherent in the affirmative action movement.
8. By actively seeking qualified women and minorities to sit on our board with us. I was a part of an affirmative action move when the woman president of my sponsoring school district nominated me to serve as a Northampton Trustee. I was the first woman to sit on the Board.

I believe active effort in these eight areas can help achieve the desired results.

Actually, my experience with community colleges is that they are the least guilty of discrimination against women and minorities of all the educational institutions. Community colleges, which are our nation's most creative innovators, have built their amazing growth on a futuristic acceptance of women and minorities as valuable resources. Maybe it is because we go to the heart of our communities in our attempt to fill community needs, and we have found that women and minorities are very much an important part of our market. We were farsighted enough to see that we could best serve these needs by bringing on campus qualified personnel with whom these groups could identify. And we found it worked! This success has been experienced to a much lesser degree, if at all, by many of our "ivy tower" educational institutions.

In another arena, I don't agree with a lot of things that are being touted under the affirmative action umbrella. I do not agree that retirement benefits for men and women should be equal. Men and women *are* different in many ways, not the least of which is life expectancy. Women do live longer and retirement benefits are built on actuarial tables based on interest rates, salary scales, withdrawal rates and life expectancy rates (with all the tables chosen to relate as closely as possible to actual experience). Different tables are used for men in hazardous occupations than for men with desk jobs. That's fact, not discrimination. So with respect to computing men's and women's retirement benefits, it is just that living is more hazardous for men than it is for women.

I also do not agree with a recent court decision which outlawed "the track system" in Washington, D.C. schools. I believe every creative ability should be fostered in children and to deny education to a child at *his* own level of achievement, whether he be gifted, on level, or requiring special education is to me a gross injustice. I also do not believe that students should be denied college admission or financial aid where need exists because test scores are too *high* or because the student is not militant enough and this is said to be happening.

I do not believe in the promotion of underqualified people, regardless of their sex, race or ethnic background.

Critics of affirmative action, one of the more outspoken being Dr. George C. Roche, III, President of Hillsdale College in Michigan, see in affirmative action the demise of creativity leading to resultant mediocrity. I do not see this as the end product, unless we will it to be so. We, in education, have the tools to keep that from happening if we choose to do so.

Dr. Roche, in his book *The Balancing Act*, makes many excellent points and he outlines with alarming clarity the many pitfalls we face. But he does so, in my opinion, in an inflamatory way through his use of phrases such as "trendy cause", "reeked of egalitarian lust", "kinky demands", highly politicized lust for group oriented 'equality' ", "affirmative action zealots", "frenzied rush for compliance", the lust for affirmative action", and "in the midst of this sexist hysteria". And when he does admit to existing injustices, in many instances his manner is patronizing. Even so, I would recommend that everyone read this book to both become aware of the serious problems affirmative action creates for education and to gain a perspective on affirmative action opposition and the extent of its fervor.

There are small creatures called processionary caterpillars which crawl through the forest feeding on pine needles. They move with eyes half closed, nose to tail, in a processionary line, the first caterpillar leading the line in an erratic manner. An experiment was tried where the caterpillars were lured to the rim of a flower pot and the nose of the first caterpillar was maneuvered to the tail end of the last. The group, now without a beginning or end, became a moving circle, going round and round for 7 days and 7 nights, until they finally collapsed from starvation and exhaustion even though food and water were close by. No caterpillar was capable of initiative. They were following instinct, habit, custom, tradition, precedent, past experience, standard practices — or whatever you may choose to call it, but they were following blindly. And such would have seemed the fate of improved opportunity for equality of employment for women and minorities until affirmative action assumed the initiative. We as trustees must keep the processionary caterpillars from our campuses.

And as for the excuses given for the heretofore molasses rate of advancement for these groups, they have about as much validity as some of the excuses given by parents for the absence of their children from Biloxi, Mississippi schools. Usually the children come up with the corkers, but in this instance the parents outdid them. Such as "Dear School: Please excuse John for being absent on January 28, 29, 30, 31, 32 and 33". (Perhaps it just seemed that long to the parent.) Or this one, where the advice could prove more lethal than the illness, "My son is under the doctor's care and should not take P.E. please execute him." (A heavy price to pay for missing basketball); or that candidate for speech therapy, "Please excuse Joey Friday. He has loose vowels." Or poor Mary who was suffering from "very close veins." Or the excuse to beat all excuses, covering as it does any action at all by the child, "Please excuse Jimmy for being. It was his father's fault."

These excuses are no more ludicrous than many of those offered in defense of such slow equity for women and minorities.

In conclusion, let me state that one never knows all that will happen when one tries to improve a system. For instance, my husband is very energy conscious and in winter we keep our house at or well below 68 degrees. The end result after two years is that I have adjusted to the cold and that I am very uncomfortable in the summer and I want to be air conditioned all the time, another energy problem. Therefore, one reasonable solution to a problem, created another problem. But that does not mean that the first solution has to be discarded; it just means that it is now time to address the new problem.

Monitoring the College Budget

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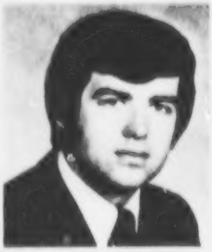

This article will cover the understanding of college budgets including percentages spent for various services, projecting income and expenditures, and the relationship of actions taken now on future budget needs. In addition, specifics will be discussed in the areas of budget preparation, accounting, purchasing, inventory, management information systems, auditing and reporting. An overview of the Central Technical Community College Area operations, board elections, organizational structure, and means of funding will be discussed because a major part of this article relates to the Nebraska Technical Community Colleges.

The State Legislature passed legislation creating six Technical Community College Areas covering all 93 counties in Nebraska. Many counties voted to be placed into a specific Area, and the counties that did not vote were placed by the Legislature. The determination of which Area a county would join was based on the geographic location of each county. At the same time, the Legislature merged the Junior Colleges with the Technical Colleges within an Area under one single Area Board. Several of the Junior Colleges were created in the early 1900's; whereas, the Technical Community Colleges were created in the mid 1960's. The legislation creating the Nebraska system of Technical Community College Areas has material significance as a major action of higher education coordination.

Each of the six Areas has an eleven member elected Board of Governors charged with the total responsibility for the operations of the campuses within each respective Area. Each Area is divided into five districts on the basis of population. Two people from each district are elected for four year terms, and one person is elected at large. One-half of the board positions are open for election each two years; thus, the college can maintain board continuity.

Each Area Board is charged with the powers, responsibilities and duties of general supervision, control and operation of each Technical Community College within its jurisdiction to develop and offer programs of vocational and technical education at the associate degree level, academic courses supportive of the voc-tech programs, and other two year academic transfer programs at restricted locations. The six Area Boards are members of the Nebraska Association of Community College Trustees; and as such, work within that association for coordination and professional development.

Funding for the Nebraska Technical Community Colleges is comprised of tuition (15%), federal vocational aid (4%), state-aid (35%), and local taxes (46%). The state-aid is comprised of a lump sum appropriation distributed to each Area on the basis of audited student FTE for the previous year. Local taxes can be levied by the Area Board, with a limit of two mills for operations and one mill for capital improvements. However, the consolidated total of the two mills cannot exceed 2.5 mills.

One of the six technical Community College

Areas in Nebraska is the Central Technical Community College Area. It consists of 25 counties, 14,000 square miles, and a citizen population of 285,000. There are three major sites within the CTCCA. The sites are the Central Technical Community College at Hastings, the Platte Technical Community College at Columbus, and the Grand Island Education Center at Grand Island. In addition, we operate approximately 60 off-campus community education sites throughout the Area. The enrollments total 18,000 headcount, with a full-time equivalent of 2,600 students.

The Central Technical Community College Area is organized as a single college with three campuses and a central administrative office. The board employs an Area President to administer the entire Area. The Area is divided into three service regions which are administered by each respective Campus President/Area Vice President. They report directly to the Area President. Also, the Area has one Business Officer. He reports directly to the Area President, also. These four Area Vice Presidents and the Area President form an Area Cabinet designed to review policies and procedures and to prepare recommendations. This structure has proven to be very effective in monitoring and controlling the college budget and finances.

The structure for developing new programs is organized into three stages: (1) development, (2) recommendation and approval, and (3) implementation. This is a very thorough process that involves an analysis of students, staffing, facilities, curriculum and finance.

Budget Preparation

The key to a sound college budget monitoring system is building the budget according to the institution's priorities in fulfilling its role and mission. Budgeting is a continuous process, even though legally each year stands separately. The annual budget flows through the following five phases: (1) **development**, (2) **appropriation**, (3) **managing**, (4) **reporting**, and (5) **auditing**. Typically, there are two budgets prepared each year or biennium for anticipated revenues and proposed expenditures. According to statute, the Nebraska Technical Community College Areas develop two budgets. They are: (1) *the current operating budget*, prepared for the general operations of the institution and (2) *the capital budget*, prepared for capital improvements, bond payments and new construction. The capital budget would be developed from a long-term capital plan which sets forth each project and year in which expenditures are contemplated. The initial step in budget development is the preparation of a budget calendar. The college budget calendar is a written document indicating a time schedule for compiling various portions of the budget. To be most effective, the budgetary process should be facilitated on a continuous basis. The collection of data for the next budget should begin as soon as possible after the prior budget has been assembled and put into use. It represents a belief that budgeting should go hand-in-hand with the continual appraisal of needed changes in the educational and administrative programs, and it represents an attempt to avoid the shortcomings of a hastily developed financial program. It is a tremendous advantage to prepare a budget calendar. It will set a schedule of dates by which time certain types of budgetary data can be brought together and given due attention. Also, it helps to prevent a last minute press for preparation that could result in serious oversights. When budget compilation is left to the final few weeks, the full working time must often be devoted to this single task. The Board would then be asked to adopt a budget which they know very little about. A well organized budget calendar further gives the staff sufficient time to explain programs and services to the board. It also provides a period of time for sufficient planning before the final budget decisions are made.

For the Technical Community College

Areas in Nebraska, the budget process begins in January, which is 18 months prior to the implementation date. The process involves preparation at all levels; state appropriations; a public hearing; and finally, setting of the mill levies and budget by the Area Board.

You rarely find two colleges with identical budgetary procedures; however, all budgetary systems include planning, administration, auditing and evaluation processing. There are a number of budget concepts that a college could implement. Three common concepts utilized by colleges are: (1) *incremental*, (2) *formula*, and (3) *program*.

The *incremental* type is a traditional approach to budgeting. This method provides for budgets to be developed based on previous years' expenditures. Performance evaluation data is generally used as supplemental reports and not as a basis for budget building. Under this system, the assumption is generally made that the base is justifible and, as such, does not need to be re-evaluated; thus, budgets continue to rise with less emphasis on productivity. This approach to budgeting will not work for a developing institution that is constantly adding new programs and services due to community demands. A young and growing institution would be jeopardized under this system, as the budget base would be low in the early years of operation. With this approach, the general feeling is that the larger institutions get larger and the smaller institutions remain small.

The *formula* budgeting concept is different from the incremental approach, due to heavy emphasis on evaluation of programs and services based on a set of standards. This is a cost accounting approach to budgeting in which future budgets are determined by previous years' student costs multiplied by the projected number of students. Expenditures are justified on the basis of several standards, e.g., square feet of facilities, number of staff, number of students, number of buildings, etc. Generally, this approach does not take into consideration extreme variances in operations and facilities. As an example, a standard maintenance cost may apply well for a modern, newly built college in very few buildings; whereas, it would not apply to a college that was established in a former Naval Ammunition Depot which is 30 years old and had been unoccupied for 10 years.

The *program* budgeting concept has been referred to as the "Planning Program-Budgeting Evaluation System" (PPBES). It incorporates the zero-base budgeting philosophy. This concept is a planning approach which emphasizes specific services and program functions. There is less emphasis placed on specific expenditures. This approach is also a good concept for budget communication with the public. Each program, under this concept, is required to be reviewed on the basis of meeting the institution's goals and objectives. The review is a continuous process to evaluate if the projections need to be adjusted in terms of course development, services and enrollment within a given program.

The program budgeting concept captures the purposes of the incremental and formula budget concepts. It further provides for an evaluation of services. Under the program budget concept, goals are stated, long and short term planning is required and costs are analyzed. Fluctuations in present programs are evaluated continually; whereas, incremental budgets deal with expenses only, and formula budgets are based on average costs. The Central Technical Community College Area employs the program budgeting philosphy, as we feel this approach provides the college with the best instrument possible for evaluating current programs and services. Since we are a multi-campus institution, specific needs can be addressed regardless of the campus size.

In addition to the program budgeting philosophy, our budget is developed in three separate and distinct areas. These areas are: (1) continuation, (2) workload change, and (3) new programs. The definition of these three areas are as follows:

Continuation — Funds needed to provide the *current level* of services and programs.

Workload Change — Funds needed to provide for *additional* enrollments for existing programs.

New Programs — Funds needed to provide for programs that have been identified as first priority programs as determined by needs and analysis.

Once the program budget has been developed, amended, and justified to meet the required immediate needs of the college, the process begins to formulate the revenue projections necessary to carry out the tentative budget. Usually, decisions would be made on tuition rates considering two major factors: (1) the percent of the total budget that tuition should represent, and (2) the comparison of tuition rates with similar institutions (usually within the same State/Conference). The Federal-Aid and State-Aid appropriations are major revenue factors to be considered. Local tax authority for an institution has to also be considered. Major considerations in anticipation of the revenue are the assessed valuations and lid laws. In Nebraska, we have a 7% lid statute that was passed by a special session of the Legislature in 1978. A constitutional amendment of a 5% budget lid was defeated in the election in November 1978. Basically, the current lid states that taxes cannot exceed an increase of 7%. It also states that if additional State-Aid is received, the property taxes must be reduced to the extent of the increase. With 35% of the budget made up of State-Aid for the Nebraska Technical Community College Areas, this would amount to a budget increase of approximately 4½%. During the current session, amendments have been proposed to correct this problem; and hopefully, the legislation will be corrected to allow for a 7% budget increase.

Valuations are another very important consideration for revenue projections. Currently, valuations are set at 70% of actual value. The law currently reads that values will be set at 100% and that each county must reappraise or be penalized. There are many uncertainties, as valuations and property taxes are under heavy legislative debate at this time. The priority approach is that the budget should be projected on need analysis and not on funds available. In the event that funds are not sufficient to meet the needs, the budget of expenditure reductions is necessitated.

Accounting

An institution should adopt a set of accounting principles which basically state the type of accounting employed. These principles should consist of reporting requirements, fund definitions, and recording specifics. *The Industry Audit Guide for Audits of Colleges and Universities* which is prepared by the AICPA, sets out the accounting principles for colleges.

It is recommended that an institution adopt the fund accounting concept for controlling and reporting institutional revenues and expenditures. The funds utilized by the Nebraska Technical Community College Areas are described in an accounting manual prepared through the cooperation of all six technical Community College Areas. The manual specifically sets the accounting principles, recording and reporting requirements.

The accrual basis of accounting has been adopted by the Central Technical Community College Area for recording and reporting expenditures and revenues. Revenues should be reported when they are earned, and expenditures should be recorded as purchases are received by the

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institution. The budget should be set up on an encumbrance system, thus restricting funds at the time a purchase order is requested. These commitments would not be considered a liability until such time as the materials are received.

There are several analyses that can be prepared on a regular basis to assist the college in monitoring the budget. On a weekly basis, our Deans and Department Supervisors are given a cost center summary by line item of expenditures. This enables them to make immediate budget decisions as requisitions are generated. On a monthly basis, all budget managers are provided with complete summaries of their respective budget divisions. These summaries are by cost center, by object of expenditures, by program, by sub-program, and by campus. This procedure allows for a constant evaluation of the budget.

An adopted budget reflects the estimated revenues and expenditures necessary to carry out the goals and objectives of the college. As the priorities change, a system needs to be developed to allow for flexibility in meeting these changes. We use a restricted budget transfer process which in effect, commits unencumbered funds for unanticipated expenditures. Such a process functions merely as memorandum entries, as the original budget is not altered. The two purposes served by this process are: (1) to correct errors in budgeting and (2) to allow for changing needs during the year. There are several controls built into the system that are designed to safeguard the budgetary process. Each restricted transfer entry, requires a narrative justification and has to be approved by the board and/or Area President. A memo transfer from one line item within a cost center to the same line item within another cost center requires the Area President's approval as well as each previous supervisory level. Memo transfers between two different line item types require the board's approval. The budget headings are: (1) adopted budget, (2) expenditures, (3) outstanding encumbrances, (4) unencumbered balance, (5) memo transfers, (6) net unencumbered balance, and (7) percent of budget unencumbered. This method provides a rapid means of monitoring and controlling the college budget.

Purchasing

A major function in monitoring a college's budget relates to the purchasing procedures of materials and services. Historically, our supply and material purchases are approximately 5% to 10% of the total budget; operating expenses, utilities, repair, rental, etc. are 15% to 20%; equipment is 5% to 10%; and travel is 1% to 2%.

Purchasing should be designed to have good internal control with equal consideration for all vendors. Specifications should be written considering the equipment needs as defined by the using department and not written on a proprietary basis. Once the bids have been received, they should be reviewed by the using department. Their opinion will be a part of the final decision, as an analysis is usually required to determine if the bid will meet the instructional need. Also, it is advisable to go through this procedure for full utilization of the equipment. The board should set up purchasing policies stating a monetary amount in which bids must be sought and a monetary amount requiring specific board approvals. As an example, all material purchases in excess of $250 would require competitive quotations and a purchase in excess of $10,000 would require specific board approval prior to commitment.

A very effective policy has been adopted by the Central Technical Community College Area Board regarding investment of idle funds. Investment interest can have a significant impact on the operating budget.

All banking institutions within the CTCCA 25 County Area are notified annually. They are asked if they wish to be placed on the

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investment bidding list as funds become available from time to time. From this bid list, a request for quotation is forwarded, as funds are available, to the banks. The bids are analyzed and the decision is made as to the distribution of funds. Basically, the board policy is that the high bid will be accepted; however discretion can be used within a tolerance of ½ of 1%, in order to distribute the funds as much as possible. Also, pledges or joint custody receipts are required for funds in excess of the FDIC limit.

We feel this policy works well for distributing short-term investments on an equal basis; and at the same time, it gives the highest possible interest rate on the funds available. The end result is relief for the revenue section of the budget.

Personnel

With the majority of the budget costs relating to staffing, it is important to maintain staff utilization analyses and also maintain selection and assignment flexibility. Budgets are monitored from a staff efficiency and productivity standpoint by the use of an evaluation instrument. Each staff member in the Central Technical Community College Area is evaluated annually. In the event the job performance is unsatisfactory, an improvement plan is developed specifying what improvements are to be made and within a particular deadline. If an employee does not meet the improvement objectives, termination procedures are initiated. This procedure effectively monitors the performance of staff. Also through this process, people are recognized for accomplishments and areas of strength that they have demonstrated.

It is of utmost importance that the board retains the right to hire, fire, lay-off, classify, assign, transfer, promote, discipline or discharge employees if the board is subject to collective bargaining. With restrictive budgets facing all of higher education, it is imperative to maintain a retrenchment policy as well as the right of management to determine personnel policies and procedures.

Inventory

It is advisable that each institution maintain a fixed asset inventory system; and if an institution has a central warehouse or stores operation, there should be a perpetual inventory system. A record of fixed assets is needed for the purpose of financial planning, insurance and accountability.

The Central Technical Community College Area definitions for accountable equipment and furniture are those items costing at least $25 that are repairable, have a useful life of at least one year, and are not consumable. Low dollar cost items may be added to the inventory system if they can be easily pilfered. Department heads sign for their inventory items at a minimum of once a year or when the supervisors change. This controls the accountability and is a major means of monitoring the college budget. A spot audit is conducted annually by a CPA to provide further monitoring.

An inventory system should be kept for insurance settlement in the event of a disaster. The policy would dictate as to costing theory, whether it be replacement or cost. This is very worthwhile in determining coverage as well as losses. The controls should exist which would not cause underinsuring or overinsuring.

Another purpose for an inventory system is for costing of programs using depreciation costs for equipment rather than total budgeted costs. When equipment and furniture are purchased, from a costing standpoint, the cost should be distributed over the period of years that the items will be used. This, in effect, will reflect a more accurate cost statement based on enrollments for a given period. In addition, the annual depreciation expense could be set up in an allowance or replacement fund for specific pieces of furniture and equipment.

This fund could be used when these items are totally depreciated and need to be replaced. Thus, funds can be anticipated for replacement purposes to help facilitate long-range planning.

Management Information System

An instrumental and analytical tool for maintaining the college budget is a Management Information System (MIS). A very sophisticated and practical system available for community colleges is the National Center of Higher Education Management Systems of Boulder, Colorado (NCHEMS). This system is easily adaptable to a community college's accounting and student record system. It provides for continual costing of services and programs throughout the year.

Information systems should provide internal decision making data and external reporting data for state and federal reporting requirements.

The major internal use of MIS is to assist management in reallocating funds, shifting workloads, and assisting the college in measuring educational effectiveness in a manner to improve the management at all levels. MIS is also useful for contract negotiations, budget preparation, curriculum development, and internal planning. The Central Technical Community College Area has a Management Information System currently in force that utilizes the NCHEMS software.

The external use of MIS is for supporting external funding and reporting requirements. At the present time, several states are developing statewide systems of enrollment and cost comparisons between institutions. These comparisons are generally in five areas: (1) staffing, (2) students, (3) facilities, (4) programs, and (5) finance. The purposes of the statewide system are to have a mechanism for reviewing and comparing programs and to provide a tool for state funding allocations. In addition, with all of the reporting demands on an institution from the several State and Federal agencies, it is to the benefit of the institution to have one defined system to meet all of these demands. At the present time, the one system for all reporting demands appears to be generating tremendous support.

Auditing

The auditing functions are classified as internal or external, depending on who is conducting the review. Internal auditing would consist of a person on the college staff reviewing the operations of the college, including the administration's compliance with board policies. The internal auditor would report directly to the president of the college. In a small institution, this function would normally be an additional duty of someone not directly involved in the accounting or management process. The external audit function would be conducted by a public auditing firm that is independent of the college. The public auditing firm would be responsible to the governing board. The Central Technical Community College Area Governing Board has appointed an auditing committee, separate from the finance committee, to recommend to the total board the audit scope and selection of the auditor. On behalf of the board, the audit committee communicates directly with the auditor during the conduction of the audit. Some institutions select an auditing firm on an annual basis; and consequently, they change auditors annually. Many other institutions select an auditing firm annually with the understanding that the same firm will be rehired for at least a three year period. In effect, the three [illegible] commitment will prove to be cost effective, as there would be less organizational time the second and third years.

The auditor should be selected on the basis of the quality of work that he may be expected to do. Most accountants feel that competitive bidding is not conducive to the selection of the best qualified. Professional qualities cannot be defined for bidding. The AICPA, Municipal Finance Officers Association and National Committee on Governmental Accounting all agree that competitive bidding is not an effective procedure to be used in arranging for an independent audit, simply because an audit is something which cannot be covered by rigid specifications. Auditors should be selected only on the basis of professional competence and experience.

Some general audit procedures as listed by the AICPA Audits of Colleges and Universities are as follows:

1. Determination as to whether required meetings of the governing board have been held.
2. Determination as to whether resolutions of the governing board requiring action in accounting and financial matters have been acted upon, and whether financial matters requiring action of the governing board have been approved.
3. Review of federal report of tax-exempt organizations (Form 990) and federal tax-exemption letter, and notation of current compliance with conditions governing exemption.
4. Examination of support, generally pledge cards, for pledges. Other audit procedures may include investigation of credit standing of pledgors, aging of accounts, review of collections, and confirmation from pledgors.
5. Review of correspondence relating to gifts, with notation of the amount and nature of any restrictions.
6. Comparison of total gifts received in the current period with prior periods and with fund-raising estimates prepared by management. Investigation of substantial differences. Consideration of test confirmation of gifts received.
7. Determination of propriety of interfund transfers, particularly with respect to those involving restricted funds.
8. Determination of collectibility of interfund advances.

An independent audit will have the following objectives: (1) to determine, in the auditor's opinion, if the financial statements present the financial condition of the college in conformity with generally accepted accounting principles; (2) to determine, in the auditor's opinion, if the college is complying with legal provisions; and (3) to determine, in the auditor's opinion, if the funds are being expended according to the goals, objectives, and policies of the board.

External, independent audits are a requirement of most accrediting agencies. This requirement is generally met by a private auditing firm or by the State Auditor.

Internal Control

Internal control of an educational institution is initiated by State Statutes, regulations, and/or board policies. These basic controls are further described by organization charts, accounting manuals, and educational policies and procedures of the board.

Reporting

Reporting is the final step of the accounting process. It is classified as internal or external reporting. An annual financial report should be a requirement for each college to complete for the purpose of providing the taxpayers, legislators, financial institutions, etc. with the financial condition of the college operations. Internal financial reports are prepared for administrators and boards for monitoring the college budget, cash flow, revenues, etc. during the year. These reports will communicate full discolosure of information to represent the college's financial condition. Minimum statements recommended for annual financial reporting are as follows:

1. Consolidated Balance Sheet
2. Consolidated Statement of Revenue
3. Consolidated Statement of Expenditures
4. Consolidated Statement of Long-Term Debts
5. Consolidated Statement of Investments
6. Consolidated Change in Fund Balances

In addition to the consolidated statements, separate statements would be prepared for each fund. Also, supporting documentation, notes and schedules would be a part of the annual report.

The internal financial statements, either monthly or quarterly, are designed for administrators and boards for monitoring current operations. These reports should reflect the deviations to the financial plans on an actual basis of comparison. Minimum statements recommended for monthly or quarterly reporting are as follows:

1. Statement of Revenue — Compared to Anticipated
2. Statement of Expenditures — Compared to Budget
3. Cash Report of All Funds — For Cash Flow Analysis

In addition to the internal and external reports listed herein, there are also special reports/statements that management may require for assisting its operation. Most of these reports can be graphically illustrated by use of bar, chart or line graphs. These reports are supplemental to the regular reports.

Summary

Monitoring the college budget begins with an effective budget building system to include participation at all levels of operation for input prior to the final budget decisions. Also, the system should include use of advisory committees when possible for program needs analysis and levels of instruction recommended for various programs. The budget concept is important, as we are recommending the program approach which, in effect, will provide for a complete evaluation of all existing programs and services, as well as a complete analysis of all projected services and programs. For the administration of the budget, the accrual basis of accounting and fund accounting concept is recommended to allow for a good system of operational control relative to revenues and expenditures. The operational system of purchasing, personnel, inventory and management information systems are all essential budget maintaining functions of the college. An annual independent audit is recommended with board determination of the audit scope and auditor selection. The internal control functions and reporting requirements should be identified by board policy and administrated accordingly. All of these various tasks will provide the administration and board with the necessary tools to effectively monitor the college budget.

TRUSTEE QUARTERLY

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Presidential Evaluation

Hushang Bahar, President
Tompkins Cortland Community College
Dryden, New York

It is my firm belief that the most thorough evaluation of employees including college presidents should take place prior to their employment. Exhaustive exploration of the suitability of an individual for the presidency of any organization should be the most important and vital step in the pre-appointment process. This is the golden opportunity where no interpersonal and personal relationships have yet been formed. All questions are legitimate and legitimate investigations should be anticipated and accepted by the prospective applicant. Indeed, this is the time where possibility for subjectivity should be at its minimum.

However, once a person is appointed as president, truly objective evaluation of that person will never occur. It is not too difficult for a chief executive to develop interpersonal relationships with the staff yet also design a manipulative system of people and events within which he/she can survive relatively static free.

Sharp presidents can manipulate the events so carefully that much can go to their favor. I can even show you many examples of students' or faculty's votes of "no confidence" for a president which have strengthened the president's position.

In one case the board of trustees voted "extreme confidence" in the president by declaring that the faculty's vote of "no confidence" was indeed a compliment to the president indicating his ability to manage an unmanageable staff. In another case the chief instigator among the faculty was promoted to deanship to fulfill the faculty demand for his promotion, only to be fired a year later for incompetence.

On the other hand too often the board of trustees takes little interest in the operation of their institution. The president consequently continues on his/her own initiative and for better or for worse, until campus riots split them apart.

Evaluation of the president of an institution is not an easy task. College presidents and, much more so, community college presidents, have a highly diversified constituency to whom they are answerable. This makes the task of clean and complete evaluation very difficult, if not impossible. But since there is not now, nor should there ever be, such a thing as tenure in presidency, periodic presidential evaluation becomes an inescapable task. A board of trustees, however, must set the criterion for the qualities they want or expect a person to bring to the presidency of their institution, for it is virtually impossible to evaluate anyone without a measuring stick.

In my opinion, there are many identical qualities necessary and inherent in the presidency be it of a college or of the United States.

In an article on "Presidential Greatness" Thomas Bailey, a renowned historian, writes:

> "We have observed that presidential greatness is impossible to determine with satisfying precision. But if we are going to make ratings with even a rough degree of plausibility, we must first set up measur-

> ing rods. No statesman has ever been superlative in everything nor can he ever be."

I am going to present to you some of the measuring rods most pertinent to the presidency as suggested by Bailey.

1. Achievement
What was the president's record of achievement both long range and short range?

What allowances must be made for the handicaps he faced, for the deeds of others for which he received credit, and for sheer lucky strokes?

2. Administrative Capacity
As Administrator-in-Chief, what was his record at both high and low levels? How effective was he in organizing his day, clearing his desk, working with subordinates, and delegating responsibility?

3. Appointees and Advisors
As Bureaucrat-in-Chief, how successful was he in persuading able men to accept official posts or unofficial advisory positions? To what extent were his ablest appointees the product of discernment and to what extent the result of pure luck? How harmoniously was he able to work with them?

4. Blunders
Did he avoid blunders, whether of the foot-in-the-mouth variety or of a major caliber? What were his purely negative contributions?

5. Dignity
As (Chief Executive), was he able to maintain the dignity of his exalted office without becoming too earthy or too lofty?

6. Eloquence
As Spokesman-in-Chief, was he able to inspire his own people to follow his leadership by his eloquent words, whether written or spoken?

7. Ethics
Did he conduct the business of his office with a regard for high ethical standards, and particularly did he avoid giving the (office) a bad name by high-handed, devious, or other questionable conduct?

8. Executive
Did he "faithfully" execute the (established policies) as his oath (of office) required, or was he prone to enforce with vigor, if at all, only those that he personally approved?

9. Fiscal Management
As Financier-in-Chief, did he keep the monetary affairs of the (College) on a sound basis, and was he able to (help) reduce taxes and balance the budget without sacrificing the (academic) interest?

10. Growth
Did he grow conspicuously in his grasp of the office and in the execution of his powers, whether inherited or self-expanded?

11. Industriousness
Was he deeply interested in his job and dedicated to working hard at it?

12. Integrity
Did he place the (College's) welfare above personal popularity, and did he have the courage to say "no" to whatever was questionable or dishonest?

13. Leadership
What was the quality of his leadership? Was it buttressed by such virtues as courage, a capacity to fight for the right, decisiveness, a good sense of timing, common sense, flexibility, sound judgment, equanimity of spirit, magnanimity, moderation, patience, persistence, steadfastness, tolerance, and vision? Did he meet problems head on, or was he inclined to duck them?

14. (Institutional) Interest
Did he rise above special interests in his pursuit of the (institutional) interest?

15. Prestige
Did he preserve the prestige of the (institution) at a high level?

16. Program
Did he have a constructive program of a forward-looking nature? If so, how fully did he achieve it? Did he bring off a so-called "revolution" (in order to achieve it)?

17. Public Opinion
As Opinion-Maker-in-Chief, did he reveal unusual qualities in interpreting, educating, and managing public opinion?

18. Scandals
Did he avoid major scandals, whether through a sterling character, a wise choice of subordinates, or sheer good fortune?

19. Sensitivity
Did he have a thick skin or was he so excessively annoyed by criticism as to be unable to preserve the necessary composure?

20. Budget Manager
To what extent did he become Appropriator-in-Chief by fixing the limits of the budgetary requests that he submitted to the (governing boards)?

21. Press Conferences
Was he adept in handling his press conferences, and thus strengthening his prestige and marshaling public opinion behind his program?

The above points should more or less provide trustees with some measuring stick for evaluation of presidents of their institutions. Logically, however, trustees need a tool to gather such information and a process to analyze the information and decide upon retention or discharge of a president.

Within the parameters of the law, due process, and fair labor relations, I propose the following outline of a process for evaluation of a president of an institution:

Memorandum

To: Tompkins Cortland Community College
Board of Trustees, Personnel Committee

From: Hushang Bahar, President

Subject: Evaluation of Presidential Performance

The Board of Trustees of SUNY have an elaborate set of procedures recently established for evaluation of their unit presidents. With that evaluation system they have also established a five year employment policy for presidents, membership on teaching faculty, etc.

The five year employment policy for presidents does not exist on this campus, but the Trustees have an established policy that all professional staff carry academic ranks, be able to teach in the department of their specialization and receive academic, but not administrative tenure. All salaries are based on academic schedules established for 10 month employees, multiplied by 1.22 for 12 month professional staff. The President of the College is included in this except for his salary, which is determined annually by the Board of Trustees.

EVALUATION PROCEDURES:

A. The Ad Hoc Committee:

To simplify the evaluation of presidential performance I propose the following:

1. The Board of trustees appoint the Personnel committee to hold hearings regarding the

evaluation of the President.

2. The President will submit to the Board Committee a statement of self-assessment of his services as chief administrative officer.
3. The President will then appoint a Committee of his peers, staff, and students to meet with the Board Committee.

   This Committee will consist of the Dean of Faculty, Dean of Administration, and the Dean of Student Services, President of Faculty Association, President of Staff Association, and President of Student Government.
4. The Committee will be chaired by the Chairman of the Board of Trustees.

B. The Role of the Ad Hoc Evaluation Committee:

The Ad Hoc Evaluation Committee will perform a consultative role in the presidential review process. The evaluation procedure will not allow for the creation of a committee of constituents beyond the Ad Hoc Committee, nor will it imply or accept as valid the need for a voting mechanism. It should, however, ensure that the viewpoints of the various constituents, as coordinated by the Committee, are brought to the Trustees. All parties to the process will observe the proprieties appropriate to a dignified and professional administrative procedure.

C. The Nature of Evaluations:

Through the Ad Hoc Evaluation Committee, the campus constituents should provide the Board with evaluations that are *substantive* and *illustrative*. Based on the previously identified criteria, the responses should cover, among other aspects, evaluation of the president's performance in regard to:

1. Academic leadership and management
2. Administrative leadership and management
3. The institutional tone set by the President
4. Internal relationships
5. External relationships
6. Sensitivity to the needs of the campus

In addition, the responses should address particular points which the President may have raised in his statement of self-assessment.

Evaluation will be conducted every three years. The President will submit self-evaluation and appointment of Ad Hoc Committee to the Trustees by May 1.

Recommended evaluation report by the Committee will be sumbitted to the Trustees by their June meeting in an executive session.

I strongly feel and highly recommend that my fellow presidents expose themselves by making themselves available for periodic evaluation. Nothing short of an honest and constructive criticism can make an individual polish up those qualities which he, or she may own. Encouraging one's peers, colleagues, students and employees to speak their mind can prove to be a great asset for a president.

It is also important for the trustees to develop the ability to separate facts from fiction and gossip from truth. No one can achieve the maximum of all the expectations of others. No one person can be everything to or for everyone. It is the sum total of one's work and behavior that should be measured against the measuring tools to which I previously referred. Excessive concern over a matter by a board can be as destructive as lack of it.

With all of the traditional as well as new elements in our profession and with staff unions and student consumerism as well as economic and enrollment shortfalls facing us, all is not necessarily quiet on the college front. Concurrently, we may also rest assured that where there is smoke, there is not necessarily fire.

Further Thoughts on Proposition 13

Peter M. Finnegan, Trustee
San Francisco Community College District
San Francisco, California

Last year's passage of Proposition 13 hit the California educational system with the force of a major earthquake. Panic ensued — salaries were frozen, summer sessions cancelled, and capital outlay halted. Proposition 13 was an earthquake all right — it was an earthquake which destroyed the local property tax as the underpinning of the California school system.

A greater implication of the impact of Proposition 13 on education in California, however, is still not grasped by most citizens. Curiously enough, none of the myriad articles on Proposition 13 touch on the most significant aspect of its passage. The fact is, that with the smoke cleared away, little has changed on California's educational landscape. Wholesale firings have not occurred, schools have not been closed. Everything is more or less back to normal except for one significant difference — Proposition 13 destroyed local control of education in California. The locally elected school board has become an anachronism. Make no doubt about it, the thrust of Proposition 13's passage is the shift of the locus of control in education from the community to the State Capitol. How did this happen?

The day after the June primary I was in Sacramento discussing Proposition 13 with a group of legislators. One State Senator told me that he honestly believed the voters were confused about the effects of Proposition 13. Most people thought, he told me, that exorbitant legislative salaries would be curtailed. A good many others thought welfare costs would be reduced.

The political milieu which created the atmosphere conducive to passage of Proposition 13 was twofold. One factor was an overriding impression that government has become too fat — programs exist which people simply don't want. The other contributing factor was a behemoth state surplus which amounted to billions of dollars. There was some confusion whether the surplus was 5, 6, 7 or 8 *billion* dollars. Whatever the amount, it was, in the words of the State Treasurer, an obscenity. These, then were the factors which led to the passage of Proposition 13 in California: fat in government and a golden nest-egg. The people finally said "Enough! Let us keep our money in our own pockets!"

Who can argue with this intent? The problem, however, is that the programs people conceived of as "fat" are not funded from the property tax. And here we have the irony. No voter in California was saying shut down fire departments, county hospitals, and the schools. Most Californians never stopped to think that the educational system relied on the property tax for its lion's share of support. Proposition 13 passed and everyone said hurrah! Now we'll have tax relief. Now we'll have streamlined government! But what actually happened? Proposition 13 simply shifted the burden of financing schools from the local property tax to the State surplus. And since the golden surplus was so huge there was enough money for everybody.

But if money is available and programs are essentially intact, what is all the fuss about? Why can't the State collect its billions (from the income tax, sales tax and other sources), hand the money over to local authorities and be done with it? It is a simple but revolutionary formula. The fact is, locally-elected school trustees no longer have taxing authority. Under Proposition 13 even if the people of San Francisco *want* to increase the property tax for a given educational project they cannot. The Community College District is limited to a *percentage* of 1% of the assessed value of real property. But again, someone will say: Let the State collect the taxes, give the money to the local school board and the locally elected officials can set priorities as to how the money will be spent. This is the most specious of all arguments because the State *already* has made educational decisions as to what programs they will or will not fund.

Let me use the San Francisco Community College District as an example. Before Proposition 13 we garnished 62¢ per hundred on the tax roll. This raised, in fiscal year 76-77, $26 million dollars. After Proposition 13 we received from the property tax a little under 6 million dollars. In a word, we were short $20 million. The State then stepped in and said we'll fund you at 85% of last year's allocation ($16 million dollars). But, said the State, we will give you money only for certain programs. The programs we don't think worth funding are: art classes, senior citizen programs, parent education programs and general non-credit classes. As a locally elected trustee, my immediate question is, who made this decision? What bureaucrat in Sacramento decided that classes for senior citizens in San Francisco are not as important as ESL classes?

Another example from San Francisco. We happen to have the largest Chinese population in the United States. The Chinese, discriminated against for years, want a piece of the action. Our locally elected board decided that the time was right for a Chinatown Center to serve the needs of a special population in the City. The State determined, however, that because of a general space utilization formula, we in San Francisco are not entitled to State money to construct a Chinatown Center. Sacramento, then, decided San Francisco doesn't need an educational center in Chinatown and because of Proposition 13 our local governing board is prevented from raising the local property tax. Result: no educational center for Chinese-Americans in San Francisco in the near future.

Well, it's the perennial question of local authority vs State control. I, for one am not *locked* into the concept of locally elected school boards. Perhaps the entire governance system of education in the United States needs overhauling. What I am saying, however, is that Proposition 13 placed the focus of decision-making right on the doorstep of the State capitol and the average citizen doesn't even realize it happened.

I refuse to believe that some finance ace squirreled away in Sacramento can determine the educational needs of San Francisco better than my colleagues and myself. My advice to Chinese, Chicanos, senior citizens and to all San Fransciscans: don't come to the public meetings of our governing board in San Francisco. Go to Sacramento and storm the legislative committee meetings! If the Department of Finance and the legislature want to play super-school board, let them take the flak! That's what the process is all about.

Proposition 13, in a word, centralized the governance of education in California like nothing has ever done before. I'm willing to abdicate my position as an elected board member if this is what San Franciscans want. I'm tired of attending meetings where decisions have already been pre-determined by State officials. Without the flexibility of a local tax base, the community colleges cannot do what has been their mission since the inception of the system, that is respond to *community* needs. The community college, as part of the three-tiered educational system in California is mandated to do what the University and State systems are not obligated to do. The community college is to serve, first and foremost, the needs of the *local* community. And we elect local trustees in California to insure that this mission is accomplished.

Historically, the unique characteristic of education in the United States is the lay control of schools through the election of trustees. The community college grew out of the secondary school system and retained this concept of locally elected school trustees. With the passage of Proposition 13 this historical system has undergone a profound change. The long-term effects of this tax-shift earthquake are yet to be understood.

The Community College as a Social Agency

Robert W. Flinchbaugh, President
Shawnee State Community College
Portsmouth, Ohio

Gunnar Myrdal, the Swedish social economist, speaking about education in America, said, "Education has in America's whole history been the major hope for improving the individual and society." Education of the individual has helped make the American society the greatest society on Earth. In the formative years of our country and through much of the twentieth century, the primary form of higher education has been four-year colleges and universities.

Within the last 20 years, however, two-year colleges have become an important phenomenon in this country and have the potential to make a profound impact on individuals and society in the future. Community colleges are the peoples' colleges in the United States and, as such, their importance will continue to increase if they recognize and satisfy the educational needs of people. By accomplishing this mission, community colleges will assume a posture as educational social agencies unlike any our nation has seen.

How will this happen?

1. During the 1980's and 1990's, community colleges will emphasize life-long learning experiences for both vocational and avocational purposes.
2. Community colleges will operate day-care centers for parent-students and these centers will activate learning experiences for the children. In addition, college students in psychology and education classes can utilize the day-care centers as laboratories for observing and working with young children.
3. Off-campus learning experiences will increase as two-year colleges take their courses and programs to the people where they live and work.
4. Television will be utilized to bring all kinds of knowledge into people's homes.
5. Newspaper and correspondence courses will increase.
6. With mini-computers and terminals more available, as well as highly developed computer learning programs, students will have access to self-study and individualized learning experiences as yet not conceived.

The result of these and other innovations will demonstrate that community colleges are able, as a primary mission, to modify their activities to serve the needs of individuals. By strengthening individuals, our society is strengthened and community colleges become educational social agencies in making this so.

As two-year institutions define and proceed with their mission, I see a paradoxical problem developing. As the prospect of declining enrollment pressures begin to threaten college income levels and financial solvencies, two-year colleges may begin searching for markets that may be considered to be less than legitimate. The purpose of an activity could be overshadowed by the necessity of producing income. When colleges are in growth modes, it is easy to be ethical, but when enrollment stabilization or decline sets in, it becomes necessary to make very hard decisions about staff reductions and other cost-saving activities. When peoples' lives are affected by these decisions, a college's leadership may ignore ethical considerations and involve its institution in questionable educational enterprises.

A recent report of the Carnegie Council on Policy Studies in Higher Education supports this concern. The Council stated that "increasingly desperate efforts to enroll and retain students in the 1980's and 1990's could accelerate the ethical deterioration already apparent in some parts of academic life."

At the same time that there is growing concern over enrollments and ethical responses to the enrollment problems, there is some evidence suggesting that community college faculties are less willing to become involved in their communities than one would expect. I think there are several reasons for this situation. One is that the process of collective bargaining occuring nationwide has a tendency to polarize faculties and the college leadership and general public. As collective bargaining becomes more of an adversary process, faculty members have a tendency to disengage themselves from community involvement.

Another reason for a lack of faculty involvement in their communities is that many two-year college faculty members bring their experience from the public schools and their education from the universities. Most public school teachers did not learn how nor did they become involved in their communities in ways that result in significant social change. At the same time, these faculty members did not develop a viable commitment to involvement in communities while studying at universities that themselves looked elsewhere for involvement possibilities. Perhaps this is one reason that, according to Harold Hodgkinson, 60% of community college faculty members would prefer to teach in four-year institutions, i.e., they do not feel comfortable with the community involvement responsibilities associated with the community college missions.

Let me review some of the benefits to a college when its faculty and staff take an active role in a community. I think one of the major positive factors is that of sharpening and honing the knowledge base and skills of the college personnel. For so many years and still today we hear college students and graduates carping that so much of their education is not relevant to their jobs or lives. Why is this? I think it is because many people in higher education spend so many years of study in their own irrelevant education, they do not understand the real importance of linking their theoretical knowledge base with the practical realities of life. By taking their expertise into the community, community college faculty can test what they teach their students, thereby making education more meaningful and useful. This improved education, in turn, comes back to a community through improved attitudes and work practices.

A second benefit when a college works with a community is that the college and community members and agencies form a partnership that results in the improvement of the participants and the community in general. High quality community members make themselves available as part-time faculty and guest lecturers for the college. For example, Shawnee State Community College has had an attorney with a master's degree in English teach an English class at 8 o'clock in the morning three mornings a week at a salary far below what he would earn practicing law during that time. These kinds of people come to a college voluntarily if they see the college as being important.

On the other hand, agencies in the community seek the college's help. Shawnee State's art professor was invited to speak to some teachers and from this contact invited teachers and their students to the college art lab. From this beginning, teachers enrolled in some art classes, the art instructor took his college art students to the schools as specialist art aides to classroom teachers, and a summer art camp was created for children who had an interest in art. To be sure, art was the central theme, but teachers also learned how to individualize instruction in their regular classrooms by watching how an art teacher does this as a matter of common practice. In addition, the teachers learned how to be more patient and human with their students as a result of the contact with this particular professor.

The effect of this kind of effort on a community is difficult to measure, but we do know from volumes of sociological and psychological research that teachers can have an impact on students' lives and that this impact can benefit the social fabric of a community. For example, the research tells us that a person's success and happiness are closely tied to his feelings about himself — his self concept. His contributions to a family, a community, or his job are strongly affected by his positive or negative feelings about himself. His attitudes about and efforts in his job are results of his feelings of self worth. The two-year college, in a very direct way, impacts on a community when it produces graduates who are confident and positive people.

How do community colleges accomplish such a feat? Most of these colleges do what universities do when they provide a liberal education to students. But more than that, they provide employable skills to their graduates who can, in turn, use these skills for their own benefit and for the betterment of their community. In addition, the personal contact students have with good teachers and the special counseling services provided students to help them work out their educational or personal problems, positively affect the students' feelings about themselves and their ultimate success.

So, while some community college faculties may not be committed to their colleges' social roles, they are having very definite effects on the lives of their community by the quality of teaching they provide. The special services provided by community colleges to help students as individuals is a fundamental way of developing positive, vigorous social environments.

Another example of how a two-year college affects the social order of its community is in the nature of its student body. Today and more so in the future, a larger proportion of two-year college student bodies are and will be adults attending as part-time students — people with job and family responsibilities. These students are more mature and make every effort to adapt to their lives the knowledge and skills they learn. I think this is a tremendous way to educate because, as an individual learns, he can test out his knowledge immediately in a real life situation and can apply that which is useful. The part-time adult student is helping the two-year college enhance its social role because of the tremendous change that occurs in a community as the adult population becomes more educated and able to apply its education. For example, think of the benefits when businesses have more skillful employees, when local government has more capable officials and a more knowledgeable electorate, when the citizenry becomes concerned with culture, the environment, health care, or recreation. By educating the part-time adult, a two-year college is making a real impact on the quality of life in a community.

Two-year colleges in the future will have a greater portion of part-time students because fewer students will buy their education all at once in the same place. At the same time, colleges will be attempting to meet the diverse needs of their students by employing more part-time faculty — perhaps as much as 50 percent of faculties will be part-time.

Are there any limitations a college should have regarding the extent and type of social activity in a community and who should pay for the college's participation? I think some of the considerations a college should use to determine what its social activity limitations should be are as follows:

1. The college should not attempt to duplicate competent services provided by other agencies in the community. This can create unnecessary competition, expense, and possible ill-will. I suggest, however, that if the college identifies a need to be filled and if another agency is not filling that need in a competent, effective manner the college should work with the agency, and only as a last resort take over the operation if it is appropriate.

   An example of such an effort at Shawnee State Community College is the agreement developed with the county commissioners whereby the college Parks and Recreation program directors and students become the operational developers and managers of a four mile, multimillion dollar river front park. The beauty of this program is that the county receives high quality, low cost service while the college has a tremendous training facility for its students.

2. Any social activity in which a college involves itself should be of a primarily educative nature. After all, a college is an educational institution — that is its accepted and understood role. To deviate from that role only jeopardizes the college's integrity to its true mission.

   An example of what I am talking about is one college's use of its counseling staff for personal marriage counseling for citizens and students. In that particular community, there is a mental hospital with trained psychiatrists and psychologists who work on an out-patient basis. The community, also has a ministerial counseling service as well as private counseling services. I think it inappropriate for that college to get into the business of marriage counseling for citizens. Marriage counseling for students makes sense because many young marrieds have tremendous pressures on them as they attempt to go to school, raise a family, and work in our high inflation society. By receiving counseling help from college counselors, the college may be acting to improve or save marriages, thus those individual's education. In the instance I cite, I do not think the college should be using its staff for marriage counseling of citizens who do not attend that institution when there are other community counseling services available.

3. Any program upon which a college embarks with or in a community must be cost effective, i.e., there should be as little direct expense to the college as possible and the users or the sponsors of a college's services should pay for those services.

How does a community college determine what its social role should be in its community?

1. The first decision that must be made by a board of trustees and the president is the level of involvement they think their college should have in the social structure of their community. This decision needs to be stated in written form as one of the missions of the college.

2. As a second step, the needs of the community must be uncovered and assessed. There are several ways to accomplish this. One is to conduct a community survey by using a questionnaire that contains both specific and open-ended questions. Employees and leaders in industry, business, schools, government, as well as college and school students should be surveyed.

   At the beginning as much information as possible must be obtained about what citizens think the needs of the community are. It goes without saying that a good questionnaire is essential to obtaining reliable information. If a college does not have people whose expertise is the development of a good questionnaire instrument, funds should be appropriated to purchase a validated and reliable questionnaire from one of the commercial testing laboratories.

Another method that can be utilized is for the college to hold forums by invitation as well as public forums to discuss with groups about their opinions of community needs that a college can satisfy.

A third technique is to organize college students in sociology classes for the purpose of obtaining information from the community. This can be a learning experience for the students, also.

A fourth procedure is to ask key staff people to speak to service clubs, church groups, local social organizations, management clubs, and so on, and to personally administer the questionnaire, if possible.

3. Once the desired information has been gathered, the college staff should be organized in such a way that it can review and analyze the information. From this analysis, a sense of the needs of the community should develop.

4. Following the analysis, some specific objectives should be written for the purpose of delineating and clarifying exactly what the college plans to accomplish regarding those needs. It is most important to have these objectives because they are the road map for action.

5. Once the objectives are written, the people of the college must execute them in creative ways. At this stage it helps to have a staff with imagination and foresight.

6. Following the development of programs and processes to implement the objectives, there should be mechanisms established to determine their success or failure. Such mechanisms can be in the form of observation, opinionnaires, questionnaires, discussions with participants, and so on. The idea is to make an effort to discover how things are going so that the college can modify its operations if necessary.

There are many two-year colleges that are involved in the social mileau of their communities, but I suspect that the most profound efforts are those that proceed with accurate information and careful creative planning. To do anything less courts failure.

To conclude, I quote former President Lyndon B. Johnson — "At the desk where I sit, I have learned one great truth. The answer for all our national problems — the answer for all problems of the world — comes to a single word — 'education'." People involved with education have a sacred trust and in two-year colleges, part of that trust brings with it the responsibility to educate our communities by serving them in as many appropriate and legitimate ways as we are capable.

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Evaluation of the Board of Trustees

Sandra L. Hasting, Trustee
Highland Community College
Freeport, Illinois

Trustees come in a variety of categories We differ in personality, motivation, knowledge, attitude, capability, community stature, background and experiences, and ability to express ourselves. If we are to deal with the task of building boards adequate to helping our colleges reach their aspirations and their potential, we must self-evaluate in order to determine where and how we as a board can be more effective. We must become the most effective board possible in terms of accomplishing the college's objectives.

The board of trustees, as a lay organization, has few legal requirements for election and no formal background requirements for membership. The role of a trustee requires considerable insight and certainly a breadth of knowledge, which is usually acquired through on-the-job training after the election. However, a good board has a collective depth which comes from experience and a variety of backgrounds. Among the characteristics we need, and, perhaps, at the very top of the list, is a commitment to our college and to education.

I think our commitment is strengthened and our *level of performance can improve* when we stop and take an evaluative look at ourselves and the quality of work we are doing. During the time of the Highland self-evaluation the trustees, at least temporarily, felt renewed desire to strengthen our weaknesses and build upon our strengths.

How did Highland Community College get involved in self-evaluation? A few of our board members felt it would be to our advantage to in some way begin to systematically evaluate the performance of the board both as individuals and as a group.

I think we all realized that ignorant good will and a degree of blind faith simply are not adequate to the responsibilities we have to our college and the communities we serve.

Nor did we wish to accept the concept and the political over-simplification, "That a trustee's evaluation was whether they were re-elected or not." The first absurdity in that type of evaluation is the thought that the high purposes of our colleges can be left to political caprice.

Secondly, every three or four years is too long to wait for evaluation even if you agree with this methodology. We have all seen elections when very capable trustees lost to either more or less effective individuals. In the democratic process, the cold reality is that elections are a political evaluation. However, elections are not an effective way to evaluate performance. The election process has too many variables and vulnerability to narrow issues to be the single evaluative technique. When our constituency elects us they put their trust in us that we will provide an educational institution of the highest quality which meets the needs of the community. We can provide this type of institution only if we take an evaluative look at ourselves and the effectiveness of our trusteeship.

Another concept is that of budgeting as an evaluation of a board of trustees. Have any of you recognized the values involved in your college mission statement? Have any of you been involved with the development of a mission statement for your college?

If you have gone through the deliberation, challenges, the choice of words, and the search for meaning in devising a mission statement, you recognize that you are considering how to serve many people. The mission statement is a decision to be both responsible and responsive to the needs of society and the individual.

The first step toward meeting the mission statement obligations is a purposeful allocation of resources. There is no clearer reflection of the values and purposes of an institution than a review of its priorities in allocating resources (budgeting). Such purposeful allocation will require a careful analysis of all activities, outputs, and objectives of your college.

The analysis is an activity and therefore a performance by the board. Have you evaluated that performance in terms of planning and cohesiveness among members, or ability to make decisions, or ability to relate resources to values?

Let's look at a definition of evaluation — "Evaluation is the process of determining the value of performance." I am thus discussing the value of performance of boards of trustees.

"Evaluation is the determining of significance or worth of performance of the board by careful appraisal and study." I am discussing methods of evaluation (i.e. appraisal and study).

An evaluation can take many forms:

1. Evaluation of human characteristics. Harvard School of Business has determined what they feel are the 14 characteristics of a successful person, which are very applicable to our job as a trustee. They are: job knowledge, judgment, organizing ability, attitude, dependability, creativity, communication, delegation, leadership, personal efficiency, relations with community, professional roles, human relations, and ability to work with others.
2. Measurement against objectives:
   Institutional objectives
   North Central Association Report
3. Measurement against standards:
   State regulations
   National Library Association (number of books/number of students)
   Student/faculty ratios
4. Comparison to other community colleges
5. Trend analysis, annual budgets, enrollment patterns
6. Historical records of your own college:
   citizens' survey
   planning documents
   educational specifications
   master plans

Each of these relate to performance in the concept of educational outcomes and processes. I believe that evaluation is a test of performance when it comes to the process of governance by the board of trustees.

Evaluation is a part of giving direction to the college and meaning to mission statements. Without *planning and evaluation*, a college will find its future determined by the cumulative effect of simply pushing ahead, incrementally, each year the previous year's activities *and* errors.

Output as an evaluation concept of economics is used to analyze the production process. The ambivilence that occurs is that services related to higher education production are not easily subjected to traditional economic analysis. The principal *products or outputs* of our colleges are (1) students — graduates (discovered and trained) and (2) knowledge.

How do we really evaluate or measure the services and intangibles rendered to individuals and societies by doctors, lawyers, social workers, teachers and ministers? If this qualitative evaluation is elusive, then consider the complexity of evaluating the lay boards of trustees that govern or otherwise give direction to the provision of these professional services.

Assuming that the need for evaluation is obvious; i.e., the future of the services we cause to be provided should not drift in annual increments, then a method to evaluate should be found.

We cannot afford the luxury or convenience of becoming stale — we are moving in a system that changes rapidly and we must change with it as we learn more about it. Evaluation is crucial to learning and to change. In casting about for ways and means of evaluation, our board recognized the need to identify our strengths and weaknesses. We felt this was an essential first step in capitalizing on our collective strengths and going to work on our weaknesses.

Our self-evaluation caused us to realize that our board had certain dominant characteristics. The self-evaluation process will allow other boards to identify their dominant characteristics and to generalize whether their performance is oriented towards:

A. Planning — does your board participate in and are they oriented towards overall institutional planning of missions of the college as well as institutional objectives and policies with an overall futuristic picture of the college in mind?
B. Evaluative — does your board rely on the administration to do the planning while your responsibility is to react to that planning — either negatively or positively?
C. Legislative — is your main thrust that of making rules by which the college is governed?
D. Executive — perhaps your board is primarily interested and involved in administering and managing the college — making decisions that could possibly and should probably be made by your administration.

We hear, periodically, that public confidence in higher education is waning. How easy it is for us to point the finger and put the blame on our administrators, faculty, and staff. But, are we as trustees willing to accept partial responsibility for this? Do we get ourselves elected and feel that once we are elected all we have to do is give our "off the top of our head" opinion once a month at a board meeting and that is the extent of our responsibility?

That is not the extent of our responsibility. Being elected was only the first step in opening the door to allow us to serve our college and community. Now we must continuously learn about the community college system, and how it can best serve our individual community. Self-evaluation is a continuous part of that learning process.

Our evaluation as a board of trustees should include:

1. Evaluation of the *effectiveness* with which we have made *policies* which carry on the goals and objectives of our college.
2. Evaluation also needs to measure the maintenance of the group. Consider the condition or quality of the group maintained as you worked toward that goal. Do we weaken our effectiveness as a board by poor personal relations or ineffective communications?

The method of evaluation which we used was a form which we filled out prior to a board retreat. To make this evaluation effective, it was crucial that each individual spend considerable time in thinking and writing. An evaluation is as good as the desire on the part of the people involved to improve their performance. For those who spent more time and effort, it was more meaningful.

This self-evaluation can be done as an

individual first, and then as a total board. The attitude of the board must be open, experimental and explorative if you are to gain anything from self-evaluation and consequently improve your performance, allowing you to provide the leadership your college needs.

During our group evaluation we did not evaluate individual persons. We evaluated our group — the process by which we came to decisions, as well as the substance of those decisions. At all times the integrity and rights of individuals must be respected. Each trustee must, of course, decide how seriously he will take this evaluation and then act accordingly.

In completing a systematic evaluation we really felt we had nothing to lose and everything to gain. We accomplished several things:

1. Self-assessment, in which we became aware of strengths and weaknesses perhaps overlooked earlier. This evaluation provided us an opportunity to assess our real commitment to our job as a trustee, as well as the individual characteristics which allow us to be more effective. It showed in what areas we needed to seek specific knowledge or plan for certain kinds of growth experiences. Evaluation provides an opportunity for board members to get to know each other better, recognizing the qualities that each has to offer. If we can operate in an atmosphere of congeniality and respect for each other, we will be better able to accomplish our tasks.

2. We improved lines of communication and through discussion we could determine specific ways to improve by critically identifying our strengths and weaknesses.

3. We reinforced the team concept idea. As we worked through an individual and group self-assessment and identified specific ways to improve we found that this process really reinforced a team concept — both with ourselves and with our chief executive. We could readily see that we were not identical — we were weak and strong in different areas, but we could certainly learn from each other. Through constructive "interaction" during our evaluation an opportunity was provided for us to recognize that there is more than one way to think about things, make choices, and understand and accept the results of our decisions. This experience certainly fostered an atmosphere of *self-respect, respect for others, cooperation,* and *awareness* through constructive interaction between persons. Our evaluation was not threatening or disruptive. On the other hand it created clarity and generated support of each other and the institutional objectives.

4. We experienced attitude adjustment. A desired attitude of a trustee would certainly be that of being "future minded." Through our evaluation we learned where we were at that time and where we were going in the future. A self-evaluation *should have* "leading on" qualities. With that in mind let us organize for the future — assess our needs as a board of trustees through a self-evaluation so that we are better equipped to assess the present and future needs of our institutions. The future for a trustee is to provide the greatest possible leadership which will allow our college to reach its greatest potential. Only through a *self-evaluation — a critical introspection* — will our eyes be opened *wide* enough to be able to recognize how we can accomplish this.

5. Another outcome was an agreed-upon periodic review. A formal self-evaluation should be done at least once a year. I have found it advantageous to stop and evaluate myself much more frequently. If evaluation is delayed too long, events and actions become stale or are pushed into the background of other events and the past becomes a very hazy thing to deal with. It is not *easy* to continue to evaluate, to continue to learn more about being an

effective trustee, or to stop and evaluate and see where your potential really lies. Through board self-evaluation, if we can become more unified and committed, we will certainly be able to provide better leadership for a comprehensive community college.

6. Having gone through this procedure we integrated our self-evaluation *as a component of a planning, managment and evaluation process.*

Perhaps it is unfortunate that we have a choice of whether or not to evaluate. Choosing not to evaluate ourselves and our effectiveness is an obvious neglect of accountability to each other, to the college and to our community. By *evaluating* and *discovering* our strengths and weaknesses, the *entire* thrust of the board can be *more* effective. Being a trustee is an awesome responsibility not to be taken lightly. With us lies a profound responsibility of being or becoming educational leaders. Self-evaluation must be an integral part of all this.

You as a trustee are a member of a board which is a member of a team with your chief executive and staff. You have an obligation to be the most qualified trustee you can be. But an even more important obligation is to help build the best possible "team of trustees" to serve your institution and your community.

Your strengths may be another's weaknesses — learn from each other. Let us not just simply survive, but significantly survive as a board of trustees.

Unless we evaluate where we are as trustees and how effectively we are working, we cannot prepare our colleges for the same tomorrow that we expect to prepare our students for.

We trustees, as a group, must not only do something, we must also "be something" — the community college at work at its best.

Highland Community College Board Evaluation

This evaluation instrument is designed to provide opportunity for each board member to state his/her *perception* of the quality of Board performance in policies and practices in the execution of its trusteeship. Both total Board performance and individual performance in major areas of Board responsibility are examined.

Please *circle the rating* you choose for each question asked and *add any comments desired* to amplify or clarify the question area.

Rating Scale

Poor	Below Average	Average	Above Average	Excellent
1	2	3	4	5

I. Institutional Mission and Educational Policy

1. Does the Board have a clear understanding of the statements of institutional mission and policies?

1 2 3 4 5

2. Does the Board have a clear understanding of educational policy at the national, state, and local level?

1 2 3 4 5

3. Does the Board have established procedures for periodic review of institutional missions and policies?

1 2 3 4 5

4. Is the Board sufficiently responsive in its statements of mission and policy to the community's educational and service needs?

1 2 3 4 5

5. Does the Board have a sense of priority in its implementation of mission and policy?

1 2 3 4 5

6. Does the Board provide sufficient leadership to the community in the development of mission and policies?

1 2 3 4 5

Individual Board Member Summary: Please comment on your perception regarding the **extent** of your information, participation, and contribution in the above area of Board responsibility.

II. Institutional Planning

1. Does the Board have adequate historical perspective (for example, HCC master plans, referenda, etc.) in the development of institutional planning?

1 2 3 4 5

2. Does the Board have adequate information for current planning activities?

1 2 3 4 5

3. Does the Board have sufficient and comprehensive long-range planning activities underway?

1 2 3 4 5

4. Does the Board provide for effective integration of various interest groups in planning activities?

1 2 3 4 5

5. Does the Board provide active leadership in the development of planning activities?

1 2 3 4 5

Individual Board Member Summary: Please comment on your perception regarding the extent of your information, participation, and contribution in the above area of Board responsibility.

III. Physical Plant

1. Does the Board have an adequate master plan for the campus which includes both present and anticipated needs?
   1 2 3 4 5

2. Does the Board require reports from the administration on physical plant utilization?
   1 2 3 4 5

3. Does the Board require an adequate study of physical plant utilization before approving requests for remodeling or new construction?
   1 2 3 4 5

4. Does the Board effectively delegate authority to the administrative staff for making decisions on details relating to building and grounds?
   1 2 3 4 5

5. Does the Board require provision for both necessary and preventive maintenance of plant?
   1 2 3 4 5

Individual Board Member Summary: Please comment on your perception regarding the extent of your information, participation, and contribution in the above area of Board responsibility.

IV. Financial Resources and Management

1. Does the Board make adequate provision for budget review and approval?
   1 2 3 4 5

2. Does the Board do an adequate job of establishing credibility in its operating budget and capital fund requests by reasonably equating programs with available funds to support them?
   1 2 3 4 5

3. Does the Board take appropriate leadership in securing adequate financial support?
   1 2 3 4 5

4. Does the Board fully accept its responsibility for prudent fiscal management?
   1 2 3 4 5

5. Does the Board make appropriate use of consultants and outside resource help in developing financial resources and management?
   1 2 3 4 5

Individual Board Member Summary: Please comment on your perception regarding the extent of your information, participation, and contribution in the above area of Board responsibility.

V. Board Organization

1. Does the Board have adequate procedures and policies for the conduct of Board meetings?

   1 2 3 4 5

2. Does the Board have an adequate committee structure for the study of issues which will require Board action?

   1 2 3 4 5

3. Does the Board agenda reflect the issues of *policy* requiring Board action?

   1 2 3 4 5

4. Is the Board provided with the agenda sufficiently in advance of the meeting to allow time for study?

   1 2 3 4 5

5. Is the Board provided with sufficient meeting time for the discussion of key issues?

   1 2 3 4 5

6. Does the Board do an adequate job of developing leadership for Board offices and committees?

   1 2 3 4 5

7. Does the Board do an adequate job of reviewing its internal organization and relationship to other groups and areas of decision making?

   1 2 3 4 5

8. Does the Board organizational structure provide for the development of cohesive educational leadership for the community?

   1 2 3 4 5

Individual Board Member Summary: Please comment on your perception regarding the extent of your information, participation, and contribution in the above area of Board responsibility.

VI. Board/President Relations

1. Do the Board and the President work cooperatively to maintain a total institutional perspective?

   1 2 3 4 5

2. Is there a well-defined division of the Board's responsibility for educational policies and their consequences and the President's authority to act in a flexible, decisive manner?

   1 2 3 4 5

3. Is the President's authority to act in emergency situations carefully defined?

   1 2 3 4 5

4. Is there a climate of mutual trust and support between the Board and President?

   1 2 3 4 5

5. Does the Board make adequate provision for counseling the President to strengthen certain areas of performance?

1 2 3 4 5

6. Does the Board make a periodic review of the decision-making process?

1 2 3 4 5

7. Does the Board have a carefully planned procedure for the selection and retention of the President?

1 2 3 4 5

Individual Board Member Summary: Please comment on your perception regarding the extent of your information, participation, and contribution in the above area of Board responsibility.

VII. Board/Faculty and Student Relations

1. Does the Board have effective means of communication with Faculty and Students?

1 2 3 4 5

2. Does the Board, through the President, seek advice and recommendations from Faculty and Students in formulating basic educational policies?

1 2 3 4 5

3. Does the Board feel that it provides good balance in its exercise of authority for educational affairs?

1 2 3 4 5

4. Does the Board delegate to the President and Faculty full responsibility for implementing educational policies?

1 2 3 4 5

5. Does the Board have adequate policies for Faculty relationships in negotiations; grievances; selection, promotion, and retention; and standards for performance?

1 2 3 4 5

6. Does the Board have adequate policies for Student's health, welfare, and non-curricular activities?

1 2 3 4 5

7. Does the Board have adequate policies for Student appeal of perceived injustices?

1 2 3 4 5

Individual Board Member summary: Please comment on your perception regarding the extent of your information, participation, and contribution in the above area of Board responsibility.

VIII. Board/Community Relations

1. Does the Board keep itself well informed about the educational and manpower training needs of the community?

   1 2 3 4 5

2. Does the Board make adequate provision for keeping the community well informed of the college's activities, educational perspectives, and plans?

   1 2 3 4 5

3. Does the Board make adequate provision for channels of access and exchange of viewpoints between the college and community in order to deal adequately with the needs and interests of each?

   1 2 3 4 5

4. Does the Board make appropriate use of citizen advisory committees?

   1 2 3 4 5

Individual Board Member Summary: Please comment on your perception regarding the extent of your information, participation, and contribution in the above area of Board responsibility.

IX. Board/Governmental Relations

1. Does the Board have adequate information regarding the inter-relationships which exist with other governmental bodies?

   1 2 3 4 5

2. Does the Board have established procedures and policies for contractual or cooperative ventures with other governmental bodies?

   1 2 3 4 5

3. Does the Board make adequate provision for understanding and influencing the political climate in which it operates?

   1 2 3 4 5

4. Does the Board thoroughly understand the Community College Act?

   1 2 3 4 5

5. Does the Board frequently consult the Community College Act?

   1 2 3 4 5

6. Does the Board thoroughly understand the Illinois Community College Board (ICCB) Redbook/Policy Manual?

   1 2 3 4 5

7. Does the Board frequently consult the ICCB Redbook/Policy Manual?

   1 2 3 4 5

Individual Board Member summary: Please comment on your perception regarding the extent of your information, participation, and contribution in the above area of Board responsibility.

X. Personal Characteristics/Strengths

After responding to the above nine areas of this evaluation, I feel that:

A. I have greatest understanding in the areas of: (Please rank)
1.
2.
3.

B. I may have the least understanding in the areas of: (Please rank)
1.
2.
3.

C. The current Board's greatest strengths and abilities are in the areas of: (Please rank)
1.
2.
3.

D. The current Board may have least ability and expertise in the areas of: (Please rank)
1.
2.
3.

E. Can you suggest ways of improving items listed under B and D above?
1.
2.
3.
4.
5.
6.

In Search of the Dynamic Duo: Students and Dollars

Frances M. Holland, Trustee
Community College of Allegheny County
Pittsburgh, Pennsylvania

The most *ominous threats* that colleges have faced since the civil rights demonstrations of the 1960's are declining enrollments and shrinking financial support. These circumstances have created a tense climate which may very well be the *stimulus* to bring about change. The institutions of higher learning, and the community colleges, in particular, may be in the position of enjoying a unique opportunity for *positive* institutional change.

Governing boards, faculties, and members of the administrations of community colleges have been characterized by *creativity* and *resourcefulness*. These qualities, when combined with *determination* and the *flexibility* to retrench and make necessary changes, will serve us in good stead as we adjust to a *new era* in our history.

Of course, the annual double-digit increases in enrollment may *never* be experienced again. What if we experienced *no* increases, and worse, what if our enrollments *decline* dramatically? I think that with increased cooperation between all segments of the college community itself and of the outside community, the community colleges will weather the storm. Moreover, I believe that a period of self-study and redirection will bring greater relevance and quality to our services and programs.

Why am I optimistic about the outlook for the future of our institutions? Because 1) the price of our tuition is right; and 2) the mix of our students is excellent. It has been an economic asset to public institutions in general that this category of institutions depend on their students for only 20% of their operating funds, whereas private colleges and universities must rely on students for almost 70% of their income.

The average age of community college students is between 28 and 30 years. Men and women are just about equally represented. Across the nation 42% of all college students from low income families attend community colleges; about 75% of all Hispanic undergraduates and 50% of all black undergraduates choose our two-year public institutions.

Our community colleges probably have less to fear than other institutions because of our students' average age. The drop in the 18 to 21-year-old age group between 1980 and 1990 will affect more dramatically the institutions with younger student bodies. This age group will lose 2.6 million individuals, a decline of 15.3%. In the immediate past it has constituted about 64% of fulltime undergraduates in all institutions and 48% of the entire enrollment, undergraduate and graduate, in institutions of higher learning.[1] Moreover, the fact that community college enrollment includes a large percentage of part-time students will help to lessen the demographic blow on our colleges.

Obviously, the competition for students will become more fierce. We can assume that there will be a continuous rise in the average age of community college students within the next decade but that the rise will be more gradual than in the past ten years; and also that there will be some increase in the enrollment of part-time students. But the four-year institutions will be courting these same students with increased enthusiasm. Their existence depends upon wooing a fair percentage of these mature, largely part-time students from our institutions.

The Carnegie Council in 1974 projected that there would be a 3% increase in part-time, older adult and non-degree students attending collegiate institutions during the 1980's. Patricia Cross described new students as rising numbers of students who are older, minority, female, financially and economically disadvantaged, and on a part-time basis.[2] Allan Carter in his 1976 McGraw-Hill publication, *PhD.s and the Academic Labor Market*, made projections for full-time equivalent students. He assumed that the rates of attendance for older and college-age students would increase until 1980 but forecast a decline of 6% in the 1980's with a modest recovery in the 1986-88 period.[3]

Barring any wars, depressions, or radical changes in governmental policy, annual enrollment reductions during the first half of the 1980's could be 8-9% or slightly less than the 18-21 year-old population decline. The last half of the decade should bring lesser decreases. A poor job market for college graduates could further depress enrollments. A depressant on college enrollment is the probability that the military will recruit a sizable number of male high school graduates in the first half of the 1980's. In order to maintain an active duty military force of 2.1 million, the present goal is to recruit annually one-third of the 18-year-olds. Military recruitment with the other negative factors mentioned could bring about more than the 8-9% decrease in college enrollments generally predicted.[3]

On the positive side, middle class families reacting to price squeezes in education will probably be looking with greater interest at the modest tuition and close proximity of the community college located in the general vicinity of their homes. Continuation of tuition assistance by the state and federal governments will determine the ability of private colleges to compete with public institutions at this time of declining enrollments. The recent legislation to provide grants to students from middle income families (up to $25,000) and interest-free loans to all students will *positively* affect enrollments if college tuitions do not increase proportionately. If our efforts as trustees to influence federal legislation which would aid part-time community college students are successful, this assistance would of course have a positive effect on part-time enrollment at our institutions.

However, with increasing costs of energy, personnel, and general operation, college fees are likely to increase and additional financial aid will be needed to offset enrollment declines.

If there is to be a way to successfully reverse this trend, women, blacks, Mexicans, Native Americans, and Puerto Ricans could provide one possibility of helping do it. But the drop-out rates for these groups are higher than average. Helping members of these groups to stay in college and to graduate would result in an enrollment increase.

The retention rates of minority and other academically disadvantaged students have been poor. The cooperation of community colleges with public and parochial schools to improve the skills of all students before they reach college, as well as developmental courses during college years, could help increasingly large numbers of minority and other students to continue in college and to complete their programs.

In addition to cooperative arrangements with secondary schools, community colleges could initiate or strengthen cooperative arrangements with other two-year institutions, four-year colleges, and with universities. I believe that reciprocal courtesies must be extended and more cross-registration must be encouraged. Some mergers may result. The closing of some institutions may make it easier for those that survive.

Growth will not be the mark of progress as it was in the 1970's; instead, I believe a new emphasis will become the hallmark of success. This will be "marketing," the strategy for institutional renewal that is presently coming into its own.

Dr. Ernest R. Leach, Dean of Students at Prince George's Community College in Largo, Maryland, presented a paper at Bucks County Community College, Newtown, Pennsylvania, on January 12, 1979, in which he said that projections for the future of higher education suggest that many of the traditional relationships between colleges and their publics may undergo drastic change.

He gives impressive figures to illustrate how the marketing process has provided the framework for a college-wide attitude of responsiveness to the needs of student consumers at Prince George's Community College and to the technology of systematically bringing about positive change at that institution. For instance, while the national increase in community college enrollment has been 3% for the period 1975-77, and enrollment at adjacent community colleges has been minimal, Prince George's has experienced an increase of 15% in student headcount. The increase continued during the spring of 1977 with a growth of 12% over the previous spring. An evaluation of Prince George's marketing process continued through March of this year. Publication of the evaluation will prove useful in modifying strategies, discontinuing some strategies, and suggesting new ones.

Initially, Dr. Leach discussed the environmental forces which seemed to require new institutional responses. These were grouped under *External Forces* — these are life-long learning, equality of opportunity, governmental intervention, and shrinking fiscal support; and under *Internal Forces* — which are changing student demographics, the stabilization of or decline in student enrollments, student interests, changing patterns of institutional governance, the emergence of collective bargaining, and student participation on committees, senates, and boards of trustees.

He pointed out that the traditional type of educational planning (enrollment, budgets, and facilities projections) does not always address itself to the changing needs and interests of persons and institutions within the community.

He envisioned that as enrollments stabilize or decline, the traditional type of planning may trap trustees, administrators, and others responsible for long range planning into a negative mentality which concentrates on budget deficits, program reductions, and into forced retrenchment. Instead he recommended "marketing."

"Marketing" in higher education means identification of consumers' needs, development of a plan for meeting those needs, and an assessment of consumer satisfaction as one measure of the educational institution's effectiveness. In this context this concept is consistent with the philosophical mission of community colleges. The concept of marketing becomes a perspective which infiltrates every level of the college personnel. It is a way of thinking about one's responsibility to respond to the needs of the student and of the institution.

He presented the "marketing" process by outlining the three stages. The first stage, *Service*, involves identifying what services and programs are provided for whom, an analysis of the changing student profile and geographical access to programs. At Prince George's four potential target markets were identified: 1) currently enrolled students, their families and alumni; 2) prospective interested customers; 3) community adults with whom the college has initiated contact; and 4) public school students, their parents, faculty, and counsellors.

Stage two, *Promotion*, concentrated on providing students with adequate information with which informed decisions could be made. The strategies suggested were supplementary to regular recruitment activities, such as high school visitations, advertising, news releases, radio and T.V. announcements, and brochures. Such strategies as centralizing all college mailing lists, offering communication skills workshops for registration and admissions personnel, and the preparation of general information posters for libraries, banks, and businesses, resulted.

The third stage, *Delivery*, depends on repeat business and consumer satisfaction, and upon delivering of learning and support services at times and places of maximum convenience to students. Tools for assessing the effectiveness of these services makes evaluation of program delivery services difficult or simple, depending upon the accuracy of the measurement instrument.[4]

In their book, *Revolving College Doors: The Causes and Consequences of Dropping Out, Stopping Out, and Transferring*, Cope and Hannah report that two out of every ten students enrolling in community colleges stay to complete the requirements for an Associate Degree — a sad commentary since it represents a waste of institutional and, more significantly, a waste of human resources.[5]

At Prince George's Community College the attrition experience is not grouped into one category but described under these two indices — between-term attrition and within-term attrition. The latter presents the more serious problem because it included all the *unsuccessfully* completed courses within a semester, which has been about 27% of all courses attempted for the past five years.

Investing resources to prevent drop-outs may be more economical than investing the same resources to more vigorous recruitment, according to Alexander W. Astin.[6] Some of the strategies developed by faculty, counselors, and others at Prince George's which demonstrate a sensitivity to the needs of student consumers who are potential drop-outs are

—to revise course syllabi to include expected instructional outcomes;
—to develop alternative instructional modes for more courses;
—to develop a communications skills center (summer and week-end program);
—to develop a programmed self-directed registration packet;
—to improve procedures for faculty advisement.

The fourth stage, *Evaluation*, is included as an integral part of the other stages. Surveys by telephone to measure the usefulness of home-mailed brochures, tabulation of telephone responses to brochures, and questioning enrollees about how they learned about the College are examples of these strategies.

In the Spring-Fall semester of 1977, attrition dropped from 47% to 38%, a decrease of 1,000 fewer students dropping out between spring and fall, 1977, than had dropped out the previous year, an indication that the strategies had been effective.

This reduction in attrition has resulted from a concentration on strategies to identify consumer needs, to develop plans to satisfy those needs, and to assess the consumer satisfaction. A bonus of the marketing process has been the consequential attitude change in faculty, governing board, and staff, which has been positive. If the climate of stress had not been present, it is unlikely that "marketing" in higher education would have evolved. Perhaps in

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the distant future we may be grateful for the declining enrollments and shrinking financial support of 1979 because these were the stimuli that brought positive change.

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1. Senator Charles McC. Mathias, Jr., "Making the Future Work," *Community and Junior College Journal*, April 1979, pp. 10-11.
2. Patricia Cross, "Beyond the Open Door," (San Francisco: Jossey-Boss, Inc., Publishers, 1971)
3. John A. Centra, "Reading the Enrollment Barometer," *Change*, April 1979, pp. 50-51, 62.
4. Ernest R. Leach, "Marketing: A Strategy for Institutional Renewal," January 12, 1979 (A Presentation at Bucks County Community College)
5. Robert Cope and William Hannah, "Revolving College Doors: The Causes and Consequences of Dropping Out, Stopping Out, and Transferring" (New York: John Wiley and Sons, 1975), p. 2
6. Alexander W. Astin, "Preventing Students from Dropping Out" (San Francisco: Jossey-Boss, Inc., Publishers, 1975) p. 2

Accentuate the Positive: Community Impact/Community Services

Alice H. Young, Trustee
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Societies and communities in the throes of transformation are likely to redefine the roles of many of their basic institutions. Few among us doubt that the American society and its component regions, cities, and neighborhoods are presently undergoing fundamental changes. It is easier perhaps to list symptoms of these changes than to explain their causes, which are both profound and elusive.

The symptoms of the transformation include new strains on the traditional family, the rising costs of energy, labor strife and job dissatisfaction, taxpayer frustrations, teen-age confusion and apathy, the neglect and abuse of the elderly, urban decay, diminishing faith in science and technology as solutions to our problems, declining citizen confidence in their government, our rejection of older value systems, and our inability to find acceptable new ones.

With increasing frequency one encounters books, articles, and speeches declaring that our society is undergoing a transformation of monumental proportions. One wonders about the future and looks about for guidance, direction, and resources to help in bridging the gap between yesterday and tomorrow. Though it is easy, perhaps, to yield to despair, such a response serves no useful purpose.

As C.P. Snow has written, despair is a sin. And in that vein it is heartening to know that many individuals and communities across the land share that view. They refuse to be overwhelmed by circumstances and instead look within themselves and to their resources for the capability to meet the challenges of change.

Interestingly enough our community colleges are emerging increasingly as a major institution and resource for individuals and communities confronted by the serious problems inherent in the transformation to which I have referred.

More and more citizens and organizations outside of our colleges and more and more faculty, administrators, and trustees are coming to appreciate the exciting and significant role which our two-year colleges can play by focusing their programs on community needs. In recent years we have been introduced to the concept of community-based education. This phrase seems to capture the essence of this new priority in community college programming.

For those of you interested in gaining a better sense of the concept, I can recommend a highly informative publication in the Jossey-Bass *New Directions* Series; it is entitled *"Implementing Community-Based Education"* and is edited by Ervin J. Harlacher and James F. Gollattschek.

It is the view of the book's editors and the contributing authors that the mission of our colleges is being re-defined in response to our changing communities. Our colleges, with their roots in their local communities, with their myriad links to business, ethnic groups, social agencies, government units, and other organizations, are uniquely placed to respond to the educational needs and interests of their locales.

In this period of budgetary austerity, and I see no early end to it, community college leaders may take heart from the fact that their institutions are needed, that they are strategically placed to provide valued and desired educational services. I see this situation as an opportunity and a challenge. With the application of energy, good judgment, and imagination, our colleges can, I believe, retain the confidence of their constituencies. In so doing our financial problems will be mitigated, but certainly not eliminated.

Now I should like to speak more directly from my own experiences as a trustee at Monroe Community College in Rochester, New York. I have witnessed notable changes in the past five or six years. Through the sixties we were fully occupied and sometimes nearly overwhelmed by the waves of students who came to us seeking admission. The college staff and trustees had all that they could do to cope with enrollment increases while planning a new campus in the suburb of Brighton.

While engaged in the construction of a campus to meet the presumed needs of the future, we were forced by the pressures of time and enrollments into a reactive mode as far as programming was concerned. Our programs were campus-based, packaged in the form of credit courses, and offered in traditional semester time blocks with day and evening classes. Summer terms were introduced in the mid-sixties.

As we moved into the seventies we began to feel the impact of the societal ferment and strivings of the previous decade. We were called upon to respond to a society in the process of transformation.

The message was heard from many quarters. It declared that Monroe Community College had a larger mission than serving recent high school graduates and adults interested in traditional courses offered in the traditional academic setting. The message came from minority populations who wanted to be welcomed onto campus and effectively instructed. It came from electrical contractors and unions interested in apprentice-training. It came from small business operators. It came from housewives and single heads of families, from the handicapped, from those needing instruction in English as a foreign language, and from older Americans. The message continues to be heard in our community as more and more individuals, groups, and organizations turn to the college for education, training, counseling, and other services. We are responding, and have been for the past five years.

Perhaps the most significant action which we took in our efforts to respond was the creation of an Office of Community Services. We appointed a Director of the Office in early 1975. Free of the constraints of other duties, the Director was charged with facilitating college-community cooperation, initiating programs in the non-credit area, seeking grant funds for special service projects, and generally working to catalyze the talents and energies of faculty and local organizations and join them in low-cost education and training activities.

Low-cost, short-cycle, non-credit, and non-recurring are descriptive phrases which apply to many of these activities undertaken by the Office of Community Services. However, the Director has also been instrumental in directing our credit-course offerings to new student groups, sometimes by bringing students to the campus and other times by bringing the campus to the students.

I should like to describe very briefly some of those community-based services and activities. In my opinion they constitute, when considered collectively, a new dimension to our college's mission, a new relationship to our community, and one that has gained new students, new friends, and greater public support for us.

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Services for Older Americans - We have actively sought out older citizens and encouraged them to take advantage of a no-cost course auditing privilege made possible by action of the State Legislature. Significant numbers (40-50 persons) have responded. Many decide to take courses for credit and pay the tuition. We have cooperated with the local Arts Council by hosting an exhibit of arts and crafts of senior citizens.

Through our Community Service Office we have received grant monies for the support of training programs for older citizens desirous of becoming more effective as advocates of their political and economic interests — the promotion of so-called "gray power". We have also run funded training programs for persons working in nursing homes, senior citizen centers, and other agencies serving older people.

Services for Voluntary Agencies - Our Director of Community Services provided leadership in the organization of a series of workshops which addressed the needs and interests of the paid staff and volunteer members of non-profit voluntary agencies in the community. Training in staff-board relations, grantsmanship, public relations, and conflict resolution were included in the program. The college continues to offer workshops and provide information services for a network of agencies sharing common concerns.

A possible spin-off effect of this activity is that our Director of Community Services has been named to chair an important United Community Chest planning committee for multipurpose social service centers.

Programs for Women - Again through grants we have undertaken community education projects to reduce sex discrimination in employment and to provide special education, training, and advisement for women returning to the workforce or seeking to upgrade themselves. Currently we are running a program designed for single heads of households. Related to this project is a plan to establish a Tuesday/Thursday College which will make it easy for homemakers to come to the campus for a full schedule of courses in a two-day time frame.

Services for the Handicapped - Our Student Affairs staff has responded to the desires of handicapped students for employment opportunities commensurate with their potential. Through the efforts of a special counselor and job developer we have convinced many employers in our area that persons with certain handicaps are not seriously impaired in terms of various jobs. We have placed more than twenty persons with serious handicapping conditions in full-time positions since the program began two years ago. Not only have employers been convinced that their prior notions about handicapped persons had to be revised, but the handicapped have acquired a new confidence in themselves, a new self-concept as valued and contributing people. These are modest miracles which make tremendous differences to individuals, to families, and to communities.

Apprentice Training Programs - The college now has ongoing apprentice training programs in two areas, for electricians and for automobile technicians. The first is based on a cooperative relationship with electrical contractors and the union, the second relies on a relationship with the local automobile dealers association. Next year we shall have about fifty students in each of these programs.

Employee Training/Development Project - Recognizing the growing interest of local business and industry in in-service training programs for their employees, our Director of Community Services developed a VEA grant proposal three years ago to provide such services. We were moved both by community interest and by an awareness that attention must be given to the vitality of our economy and the productivity of our workforce. Frankly, New York communities are only now realizing that their industries must operate economically, with high productivity, if they are to remain competitive and prosperous. A well-trained workforce is part of the answer. Community colleges can contribute. Monroe is doing so.

In the past two years we have been providing customized training programs for employers on their own plant-sites for the most part. The content of the training modules is determined not by college professors alone but by faculty, personnel training directors, and supervisors sitting down together to design the instruction.

Employers are very satisfied with the results, and the college is reaping an extra benefit as the faculty involved learn more about the currrent needs of business and industry and become generally more effective.

CETA and Other Employment Training - As the college has served the private sector with in-service training programs so has it also cooperated with government agencies responsible for training the unemployed for productive work in the labor force. In the past few years we have responded to requests from city and county manpower training departments to offer training programs for office workers, industrial security workers, and food service workers. The contracting departments have been pleased with the training done by our faculty and with the job placement record of the trainees.

Our success in the CETA projects has invited another request for College services in the training area. It is an exciting project called 70001. It is funded from three sources, a private foundation and city and county employment training departments. The project in its first year will seek to place up to 150 out-of-school youth between the ages of 16 and 20 in retailing jobs. The young people will receive basic education, job-related skills training, and motivational experiences. Most of the participants will be youth from low-income families who have dropped out of school.

Criminal Justice Education and Training Center - Six years ago the law enforcement agencies of our region turned to the college for help with their recruit training and in-service training needs. Since MCC already had an associate degree program in criminal justice, it was understandable that we might be asked to do more. With the help of LEA funds we opened the Regional Criminal Justice Education and Training Center in 1975 to serve a multi-county area. The Center has now become an integral part of the College organization generating more than 100 FTE students per year. It is staffed by three full-time professionals and makes substantial use of attorneys, police officers, social workers, and other as part-time lecturers and consultants. The Center provides all of the required recruit training for the law enforcement agencies in Monroe County and attracts people from throughout the State for its in-service seminars and workshops in specialized aspects of the field.

Public Forums on the County Comprehensive Plan - About five years ago the County's Department of Planning was commissioned to prepare a comprehensive plan for the County's future development. It was to deal with such matters as land use, transportation systems, recreation areas, human resources, water resources, sewer systems, etc. After the plan's completion by the professionals, extensive public discussion was desired. The County government asked the college to take the leadership in organizing a program of newspaper articles and opinion surveys, TV panels, local "town meeting" discussions, and finally a culminating general forum on the college campus in 1977. It was our Director of Community Services who organized this project. Its reception was highly favorable, so much so that we were asked to do more of the same earlier this year.

College Cooperation with Minority and Ethnic Groups - The college has made known its readiness to cooperate with organizations committed to educational programs directed to minorities and ethnic groups. An NEH- and FIPSE-funded project in local and community history has allowed the college to serve several ethnic groups wanting to establish good records of their heritage.

Training in small business management was offered three years ago for the Hispanic business community.

Only recently has the college joined in a project with a local group of black Americans interested in their Pan-African heritage. With monies from the State Council for the Humanities an ambitious series of public meetings, scholarly symposia, and teacher training seminars will be undertaken.

International/Intercultural Programs - Being a city in which several major multinational corporations are located, Rochester has considerable interest in international trade and the politics and cultural conditions affecting such trade. Additionally there are many civic, church, and other community groups actively concerned with international affairs. The college has responded to this local interest in several ways. Encouraged by the State Board of Regents we hosted a one-day conference on international education and foreign trade for community and business leaders in the fall of 1977. With other NY State community colleges we have co-sponsored with the U.S. State Department Foreign Policy Town Meetings on SALT II and Soviet - U.S. Relations. In this project we have had the cooperation and active participation of civic, educational, business, and labor groups.

We have also received grants from the U.S. Office of Education for the past two years to support institutional efforts to add international dimensions to our regular curriculum. In the process we have involved bankers, leaders in the Chamber of Commerce, area school educators, and many others.

I could continue, but fearing that my enthusiasm may surpass your tolerance I will attempt to summarize my article and give it a focus.

I have indicated that we are experiencing what appear to be major changes in our society and in the world at large, a transformation of large proportions. Individuals and communities seek help in the form of new knowledge, new perspectives, new values, and new skills as they attempt to control and adapt to the changes that are in process.

The community college with its special orientation to the community in which it has its roots, with its flexibility, and with highly qualified faculty has a unique capability to respond to the changing interests and needs of its constituents.

Young people and older people, homemakers and career women, labor unions, governments, minority organizations, voluntary agencies, business, and industry, all have various educational needs which are not readily served by our traditional academic programs. This does not mean that we scrap the traditional; there are still those who need and want it. However, we must find ways of responding to those individuals and groups who are asking for something new and different from us.

I have tried to describe, in capsule form, some of the activities and programs undertaken by Monroe Community College in its efforts to respond.

I cannot report to you, unfortunately, that because of these efforts our budget problems have disappeared, that faculty no longer complain about trustees and administrators, and that all is sweetness and light at MCC. Of course, it is not. Yet I am convinced that through the services I have cited and others like them, our college is a more exciting and dynamic organization. It has more positive links to its community, and consequently enjoys greater public confidence. And perhaps most importantly, the College is adapting its programs and services to emerging community needs. In so doing, it is assuring its continuing viability. It is, I believe, accentuating the positive through a range and variety of community services which are having a notable impact on the quality of life in Monroe County and beyond. The future of the College is secure because it is attending to the future of its community.

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